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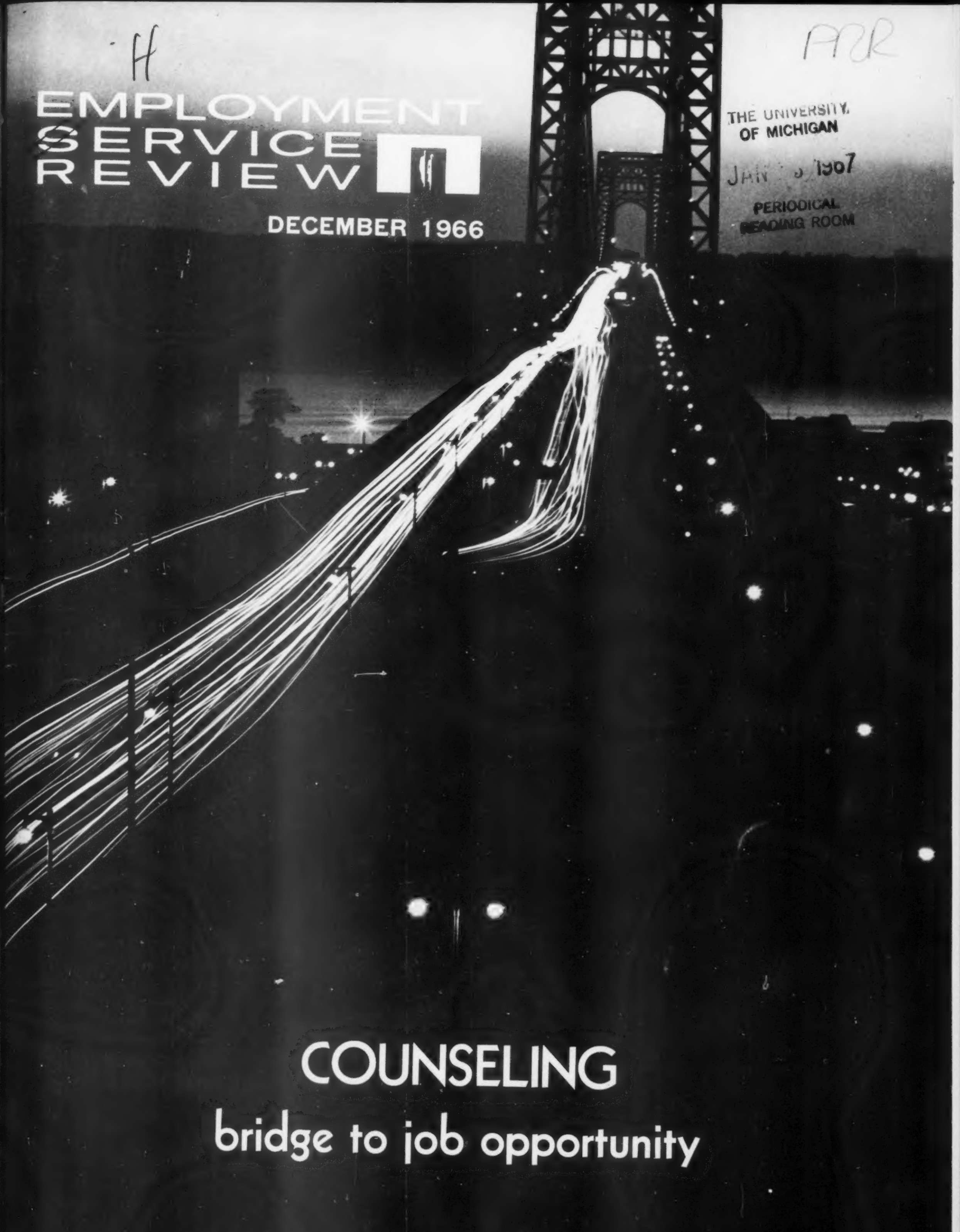

COUNSELING
bridge to job opportunity

COUNSELING
BRIDGE TO JOB OPPORTUNITY

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REVIEW
DECEMBER 1966
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U.S. DEPARTMENT OF LABOR
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EMPLOYMENT SERVICE REVIEW

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U.S. EMPLOYMENT SERVICE
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Counseling—
Specialization and Teamwork

FRANK H. CASSELL
Director
U.S. Employment Service

Sweeping manpower legislation in recent years has placed on the public Employment Service new and broadened responsibilities. Its mandate is to serve *all* people—to help each person achieve employability and, therefore, greater opportunity to be employed in a job which is satisfying and enables him to express himself through work in keeping with his abilities, interests, and ambitions. In effect, we are becoming "client centered."

We cannot be content to serve only those who themselves recognize their need and voluntarily come to us for help. The Employment Service must and is reaching out to people, whether adult or youth, without regard to race, age, sex, or religion; reaching into neighborhoods where they live to bring hope and opportunity.

Employment counseling, if it is relevant, must be attuned to those who have the most difficulty in securing employment: inner city minority groups, the rural poor, disadvantaged youth and adults, the handicapped, middle aged, and older workers.

There are not enough trained counselors to fulfill this mandate. This is a condition which other professions have had to face in the past. As in the fields of medicine and engineering, we can alleviate this problem by the development of technical assistants to aid the highly trained professionals, who are increasingly scarce.

Furthermore, professional counselors should be used for counseling to the maximum extent possible. Tasks not requiring specific counseling skills should be delegated to and performed by technical assistants.

The receptionist in a Youth Opportunity Center, for example, while a vital member of the team, need not possess professional counseling skills. Experiences of many Employment Service offices show that it can be filled successfully by an interviewer, a competent clerical person, a youth adviser, or a volunteer.

The counselor is responsible for continuity of service. This, however, does not mean that he must do all the job development and placement work. Each ES office should be staffed sufficiently with placement specialists to handle the major part of this responsibility. Counselors should perform such services where it is necessary to provide continuity of service for a particular applicant—usually when, in the counselor's judgment, additional counseling is required during the placement process.

It is in the outreach function that the nonprofessional worker will likely make his greatest contribution. In fact, youth advisers, community workers, and indigenous workers may be more suitable for outreach than counselors.

A clear distinction should be made at this point between outreach and outstationing. Outreach involves going out into a community to find disadvantaged individuals who need and want job help, and encouraging them to come to the local ES offices or YOC's. Outstationed personnel are located in facilities of other organizations, and provide employability services at those locations. While counselors should not as a rule be involved in outreach, they are frequently outstationed.

As in most human endeavor, problems of communication frequently arise. Breakdown of communications between outreach and inoffice personnel, nonprofessional and counseling personnel, or counseling and other professional personnel (e.g., placement interviewers) will affect adversely the entire counseling program, but more importantly the quality of the services rendered to applicants.

Staff members at all levels must work as a team, share their knowledge and observations of applicants, and cooperate to serve them.

It is likely that the utilization of counselors for counseling duties to the maximum extent possible, and the assignment of tasks not requiring specific counseling skills to other personnel, will be the equivalent of adding several hundred counselors to the Employment Service program.

Group Counseling Provides New Insights

RALPH W. BECKLEY

Group counseling is a controversial subject among counseling personnel. Those who question the concept usually contend that the term "counseling" should be reserved for what takes place in a one-to-one interpersonal relationship in a counseling setting. Advocates of group counseling maintain that dimensions of the counselee's behavior are manifest in a group setting that may never be revealed in an individual session. Between these widely disparate points of view there are gradations of proponents and opponents. Youth Opportunity Center counselors are among the many who agree that considerable benefit can be derived through the group process, regardless of whether it is called "group counseling," "group guidance," or "group dynamics."

While awaiting resolution of the conflict on nomenclature, Youth Opportunity Center counselors have been conducting regularly scheduled group counseling sessions.

GROUP COUNSELING IS the process of assisting selected applicants with similar counseling problems to understand their problems better, to adopt realistic attitudes toward these problems, and to formulate suitable plans to cope with them. It applies the principles of group dynamics in group discussion, which means that most of the discussion, suggestions, questions, advice, and information come from the counselees. There are a number of these principles, but, for our purposes, the following seem to be basic.

1. Group counseling should be conducted by an experienced counselor with a good understanding of group dynamics.
2. Participants should be selected from individual counseling cases. The nature and advantages of group counseling should be explained to them, so that they know what to expect and what is expected of them.
3. Participation should be voluntary.
4. Homogeneity, with respect to age, educational background, economic status, and similarity of problem is desirable.
5. Sessions should be approximately 1 hour in length.
6. There should be no more than 12 counselees in the group.
7. Group counseling sessions followed by at least one individual counseling session with each participant seem to be most beneficial and produce more lasting results.

GROUP COUNSELING IS USED because certain types of problems faced by sizable numbers of applicants often can be dealt with more effectively in group situations than on an individual basis. For example: (1) Many applicants might profit from training which would upgrade or sharpen their skills, but they are apprehensive about undertaking such training, (2) some individuals have aspiration levels much too high for their ability levels and, consequently, are unrealistic in their career expectations. In such situations, a group is likely to be far more effective than an individual counselor in dealing with a youth.

In these cases, the young coun-

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selee, at least initially, tends to resent attempts to reconcile his aspirations and abilities, no matter how divergent they may be, how unrealistic he is, or how helpful and tactful the counselor is in handling the matter. His peer group, however, may be utterly tactless, even ruthless, in bringing the divergent factors into line, yet he will often accept their estimate of him and his abilities.

Group counseling also has these advantages:

1. It facilitates learning by permitting a number of people to exchange information, share experiences, and compare impressions and judgments in an atmosphere in which there is a low penalty for failing. However, there are certain ways of behaving, certain sets of values, and certain perceptions of life, exemplified by the group members, which the applicant can accept or reject but which do influence him, since they represent alternatives to the way in which he has customarily behaved.

2. Group counseling helps the counselee to develop skills that will be useful to him in applying for a job. For example, he has a chance to: (*a*) Express himself and explain his problems; (*b*) identify with others who have similar problems; (*c*) observe the impact of his behavior and attitudes on other people; (*d*) exchange information about getting jobs, taking training, or returning to school; (*e*) learn how to approach employers; (*f*) accumulate experience in redefining situations, developing insight, and clarifying perceptions; and (*g*) gain self-confidence and enhance self-esteem.

3. Group counseling is also beneficial to the counselor, since it provides him with additional information and new dimensions about the counselee's personality, temperament, behavior, and ability to handle himself in both individual and group situations.

Value of Group Counseling

The individual's beliefs, goals, attitudes, values, feelings, and behavior toward others are largely developed in the first group of which he is a member, the family. He may be hostile or friendly, aggressive or submissive, cooperative or antagonistic, depending upon his experience in the family or in other groups of which he was a member earlier in his life.

An individual tends to respond to current situations, to the extent that they resemble past situations, in consistent ways. Any inadequate or maladaptive responses which have interfered with his normal processes of growth and maturation, have given rise to anxiety producing situations, and have generated conflicting urges and feelings in him will become apparent in the way he behaves as the group session progresses. This provides us with an opportunity to observe several aspects of the individual's behavior that are not as readily discernible in individual counseling sessions.

By the same token, the counselee has an opportunity to learn from the experience of others by observing and being exposed to a diversity of attitudes, opinions, prejudices, and approaches toward dealing with the same or similar problems. Group counseling sessions provide participants with an opportunity to express opinions and display emotions in a situation in which they can continue to communicate, despite strong disagreements, and in which there is a minimum of personal reference. They engage in interpersonal relationships rather than simply talk about them.

Further, the group members constitute an interaction system. The behavior of the individual is conditioned by the nature of the system, not just the actions and reactions of specific individuals towards each other. A degree of order eventually emerges out of this interdependence which cannot be achieved in a series of one-to-one relationships.

Frequently, it is not easy to determine what binds a group. It may be common needs, desires, experiences, goals, attitudes, problems, values, or various combinations of these. Whatever it is, it creates a climate in which the individual can give and receive support within an environment of acceptant safety. The prevailing atmosphere, despite its varying permissiveness, promotes self-understanding and helps the counselee to clarify his self-concept. In such a setting, individual attitudes and ideas are altered in the group process, and a group product emerges that cannot be explained solely in terms of individual mental process.

As life becomes increasingly complex, individuals become increasingly interdependent. They work more and more in groups. The participants in group counseling sessions are thus afforded an opportunity to utilize whatever they have learned in other areas of their daily lives.

Preparation and Procedures

Many people feel that group counseling is a timesaving device, but our experience does not confirm this. Considerable preparation is necessary to set the stage for a successful group counseling session. For example, a suitable room must be selected, all of the records available on each participant should be reviewed, any material on the subjects to be discussed must be scanned. The counselor should develop, for his own use, an outline which is flexible, but which will enable him to structure, in a meaningful way, what he hopes the group will achieve in a given session.

We find that the following procedures tend to enhance the effectiveness of group counseling sessions:

1. Reiterate the purpose of group counseling at the first session, even though it was previously stated in the individual counseling session.

2. Remind the participants that whatever benefits they derive from group counseling will largely depend upon how deeply they invest in it.

3. Ask each member to identify himself.

4. Start the session by asking a general question applicable to all members of the group. For example, "What do you feel is the greatest obstacle keeping you from securing suitable employment?"

5. Use the different personality types, of which the group is composed, to advantage. For example, the argumentative individual can be used to provoke discussion; the poor speaker to slow the tempo of verbal

exchanges; the volatile person to stimulate controversy; and the logical individual to clarify issues.

6. The counselor must not only assess the personality types of which the group is composed, he must also become keenly aware of: (*a*) What is said, (*b*) the manner in which it is said, (*c*) at what point, (*d*) by whom, and (*e*) what purpose it seems to serve.

7. Once the counselor has become sensitized to the overtones, the undertones, the implications of the group discussion, he can engage in group building and maintenance tasks by: (*a*) Encouraging participation—by being warm and responsive; (*b*) mediating—by being conciliatory, helping to effect compromises and establishing harmony; (*c*) following—by going along with the group; (*d*) gate-tending—by insuring that everyone gets a chance to express himself; (*e*) relieving tension—by jesting.

He will also be able to perform the following group task functions: (*a*) Initiating—suggesting different ways of viewing the problem under discussion; (*b*) clarifying—probing for meaning or common understanding; (*c*) elaborating—expanding upon ideas already expressed; (*d*) coordinating—clarifying relationships or pulling ideas together; (*e*) testing—checking the group to see if a consensus exists; and (*f*) summarizing—reviewing the previous discussion and verbally charting the progress achieved.

The counselor's role in performing these functions is not easy, since almost every group contains individuals who, for one reason or another, play nonfunctional roles. Such individuals are often hostile to the group, attempt to usurp attention by being excessively talkative, aggressively dominant, or by belaboring a point on which a consensus has already been reached. Irritating as these behaviors are, the counselor can cope with them by exercising his own skills and capitalizing upon the abilities of the members of the group.

Results

Hopefully, group counseling materially enhances the individual's self-understanding and heightens awareness of the impact his behavior has on others. It fosters a more realistic appreciation of the problems posed by vocational choice, change, and adjustment. It usually results in improved attitudes towards other individuals, increased tolerance of change, and heightened optimism toward the possibility of achieving desired goals. It facilitates the ability to communicate with others, to make decisions, and to handle interpersonal relationships more effectively. It tends to increase the individual's self-esteem and self-confidence, and it promotes both individual and group insight, as well as learning and growth.

Group Counseling in the

YOUTH OPPORTUNITY CENTERS

THE PLACE TO GO TO GO PLACES

JOEL M. COHEN

Can group vocational counseling serve a useful function not served by individual counseling? It seems that it can.

In individual counseling we often find applicants who look upon us as preachers. They feel that, as open and as accepting as we may be, we are symbols of authority telling them what they must do. In a functioning group, peers whose opinions they understand and respect serve as the change agent and basic changes in attitudes and behavior do occur.

The criteria for member selection are vague and broad. All who can benefit from and contribute to a group situation are acceptable with these exceptions: Those with severe emotional disorders, mental retardates, known drug addicts, sexual deviates, or those unable to communicate in English.

Groups consist of 8 to 12 applicants. Less than eight limits group interaction and can often result in a question and answer or lecture session. In a group of more than 12, there is a tendency for the group to break down into subgroups and overall group cooperation is difficult to achieve.

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Groups are all of one sex. This separation is necessary to insure greater concentration on vocational problems.

Sessions are held with each group for a period of 1–1½ hours per session. At least one session a week is advisable.

Physical layout is important. Sessions should be held in a private room, preferably a quiet one, in which portable, not overly comfortable chairs are arranged in a circle. The portable nature of the chairs results in a great deal of movement during the sessions, which illustrates the developing participant relationships. The lack of comfort makes it difficult for group members to lean back, relax, and physically divorce themselves from what is going on.

A tape recorder is a vital tool in group sessions. In a normal session there is so much interplay between participants that the counselor is often hard-pressed to be fully aware of what is going on at any moment. It is almost completely impossible for him to remember all of what happened after the session is over. The tape recorder serves as a memory aid as well as a training device, in that it allows the counselor to discover his own mistakes and to find out why they were made and how they can be avoided.

Sessions should normally be held toward the end of the workday—3:30 to 5 p.m. The average session can be so emotionally draining that the group counselor is too spent to go back to regular operations.

The attempt to differentiate and draw the line between what is and is not vocationally significant in a discussion is almost always doomed to failure. Therefore the range of topics discussed is almost limitless. A discussion of why many of the group members dropped out of school leads into a discussion of future vocational needs and trends in the job market. These topics may seem to have no direct relationship, but a discussion of how group members will keep their children in school leads to a discussion of probable future educational demands and the corresponding vocational needs to be met. A discussion of family size results in a realization and statement by one of the group members that: "You can have as many children as you want as long as you make enough money so you don't need help from other people." Discussions of different religious practices lead to a desire to know more about what others believe and an interplay of religious and later social tolerance at work.

An impressive example of the power of group interaction is the story of one young lady who was approaching the end of a Neighborhood Youth Corps training program. She was questioned by both her counselor and her supervisor as to her plans when the program was over. She replied in all seriousness that she intended to "go on welfare." Repeated discussions could in no way change what was obviously a firm conviction on her part.

The girl was a regular member of one of the counseling groups. The group counselor was informed about this girl's attitude. In the next session, the group counselor asked several other girls enrolled in the program what they intended to do when the program was over. They all said they wanted jobs, such as secretary, telephone operator, file clerk, etc. When this young girl was questioned, she answered loud and clear, "go on welfare." The group descended upon her and all the rest of that session and the succeeding session were taken up by the group berating, cajoling, and educating this girl. The counselor was able to play a passive role while the group itself took the lead in modifying one of its member's attitudes and values. At the end of the second session, the girl contacted her counselor and requested help in formulating vocational plans. At the end of the NYC program, a young lady who seemed definitely destined for the welfare rolls was aided by her counselor in finding a job and is now productively employed.

In one instance it became necessary to split a functioning group into two new groups. In doing so, the most talkative, most active participants were put in one group and the silent nonparticipants in the other. It was a calculated risk which paid off. The active group continued to function well, while in the other group, previously silent members became talkative and assumed active leadership roles. It seems most people will participate if given the opportunity and an accepting atmosphere.

Group counseling sessions are not always successful. There are many sessions that do not come to life. An analysis of the reasons for unsuccessful sessions usually shows a lack of sufficient preparation on the part of the group counselor. The group can sense the counselor's degree of confidence and readiness. If the counselor is fully prepared, it is usually not necessary to use prepared material. The group works well on its own. If, on the other hand, the counselor attempts to play it by ear, the group senses this and often the session becomes one in which the interaction is between the counselor and each member as an individual rather than one in which there is a total interplay of participants. Adequate preparation is a time-consuming process. Tapes must be listened to over and over. Records must be reviewed. Outside resources (trips, movies, lectures, etc.) must be utilized in order to maintain group interest.

Time is well spent in group counseling. The power of peer interaction cannot be overstated. The capacity of the group to serve as a subsociety, in which the individual member can obtain encouragement and the motivation necessary for him to carry out vocational plans, is immeasurable. It is often the only place in which he can speak to others of his age of his hopes, dreams, and aspirations without fear of ridicule. The group provides an atmosphere of mutual acceptance and respect which is often unknown in the member's normal street corner society.

Group counseling is far from being a panacea which will solve all applicant problems. In the vocational area, especially, it cannot exist without individual counseling. Changes in attitude may be fostered in a group setting, but the establishment of individual vocational goals and the plans for attaining those goals

(Continued on page 23)

Using GROUP WORK in Youth Opportunity Centers

ROGER DALDRUP
and BOB G. JOHNSON

With the increasing use of groups in counseling and guidance, the Employment Service counselor should consider some of the possibilities for utilizing group work in Youth Opportunity Centers throughout the country. Although still untested in the Employment Service, these suggestions for applying the group process in Youth Opportunity Centers are based on experience in other settings.

Since many young people who use the services of the YOC experience common problems in the area of human relationships, group work seems to be an approach to the amelioration of some of these difficulties. In addition, through the group process, more immediate attention can be provided to applicants for services from the YOC.

Three major group approaches are possible in agencies serving youthful applicants. At the time of arrival at the agency, an applicant may be first exposed to what is known as an *intake group.* The second type is a *guidance group,* and the third a *counseling group.*

Intake Group

Typically, the intake group would meet with specific objectives in mind. These objectives could include: Orientation to the YOC programs; clerical procedures; and the assignment of the applicant to ongoing groups.

Orientation to the YOC might involve an explanation of the various services of the agency, such as guidance and counseling services; placement in various programs of training and retraining; and information about, or placement in, appropriate jobs.

Clerical procedures might entail filling out necessary forms associated with the application for services; gathering background data and information about the candidate; establishing the candidate's eligibility for various programs and services offered by the YOC; and the development of tentative plans for the candidates utilization of the YOC.

A third major objective of the intake group is to refer counselees to the next step in the process, which may encompass several possibilities such as: Individual counseling or guidance; group guidance or counseling; or direct placement either in training or on a job. In this article we shall discuss only two of these possibilities—group guidance and group counseling.

Group Guidance

A guidance group would be an ongoing group designed to deal with the following: Dissemination of occupational information, test administration and interpretation, and the development of vocational plans for members of the group.

Dissemination of occupational information might include: Description of occupations; actual jobsite visits; speakers from industry and technical schools; presentation of movies and film strips depicting men and women at work; panel discussions and role-playing with regard to job interviews, etc. Also, tasks designed to broaden the individual's occupational horizon might be assigned.

Test administration and interpretation could include making available appropriate aptitude and interest tests, and interpreting the results of such tests by means of modern audio-visual techniques. These test results can form the basis for the development of future plans.

Plan development could include

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decisions to: Return to school; accept employment; apply for any of the many services offered through the Youth Opportunity Center; or initiate regularly scheduled individual and/or group counseling sessions.

Group Counseling

The goal of the Employment Service is not only placement in employment but also includes preparing people to enter the job market. Because it focuses on the psychosocial factors related to employability, group counseling activities must center upon the needs of individuals in the group rather than upon agency goals. The structure of the counseling group provides an opportunity to deal with: Individual problems of a personal nature; interpersonal relationships within and outside the group; development of group members' self-understanding; development of understanding of the relationship of self to the environment; the collective reactions of members of the group to the material and information obtained from guidance sessions.

In view of the relationship between such problems and potential for employability, personal problems may well become the focal point in group counseling sessions. As an impediment to productivity, personal problems may result in an individual returning time and again to the Employment Service for a repeat of services and new placements.

In this same vein, inadequate interpersonal relationships can interfere with productivity and certainly do not allow an individual to experience optimal job satisfaction. The counseling group is seen as a proving ground wherein an individual can test old skills and develop new skills toward satisfactory interaction with others. One of the major goals of group counseling is to develop social skills which will transfer beyond the counseling group.

Self-understanding is a primary objective of counseling, and the combined guidance and counseling processes can augment the present state of self-understanding in the individual. In order for a client to make realistic plans, he must understand himself and his relationship to his environment. He must be afforded the opportunity not only to obtain information about himself and his en-

TUCSON
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SERVICES
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2 GROUP
GUIDANCE
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2. SPECIAL PROGRAMS
JOB CORPS
N.Y.C.
M.D.T.A.
PLACEMENT
1. REGULAR JOBS
2. SPECIAL PROGRAM
3. JOB DEVELOPMEN
TESTING
REHABILITATIO
COMMUNI
ATION

Counselor Herman Warrior explains the services of the Tucson YOC to a new group of applicants.

John Chambers, Tucson YOC counselor, explains occupational information to a group of clients.

vironment, but to integrate this material into his self-concept as well. Group counseling is also a vehicle which allows a counselee to examine his emotional reactions to information obtained through the guidance process.

Either preceding, following, or concurrent with the group counseling sessions, a client may be involved in either individual counseling or individual guidance sessions. The group and individual processes are utilized as part of an on-going program and tend to supplement one another.

Implementing the Group Process

Elements of group and individual counseling and guidance must necessarily be placed in some manageable set of operations. Therefore, a flow chart might be conceived as follows:

A person who makes application for the services of the YOC may be assigned to an intake counselor in a random fashion. Assignment would be made for individual or group intake, depending on the traffic flow in the agency at that time. From 1 to 15 applicants would be seen by a counselor at any one time, with the actual number determined by the size of the waiting list. It is conceivable that in periods of great demand a counselor would not be immediately available to an individual or a group. Therefore, appointments would be made for the earliest possible time.

A portion of the applicants would be referred for continuing group work on the basis of the intake group contact. Such clients would be placed in either a guidance or a counseling group, but with the knowledge that, if they so desire, they can change to another service at the YOC at any time. The optimal size of both the guidance and counseling groups is 10, but they may include a few more or less, depending upon the demands of the situation. The groups will be closed in the sense that no member can be added once the groups have started. This is a necessary policy in view of the disrupting influence when new members are added to a group.

It must be emphasized that the entire guidance and counseling process within the Youth Opportunity Center should be flexible, enabling a client to move back and forth from one guidance or counseling service to another with relative ease. For example, an individual who is participating in group guidance could request referral to group counseling. The sessions could be concurrent, or the person could terminate his guidance in favor of group counseling. In reverse, the individual may also desire to move from group counseling into group guidance and follow a similar procedure.

During either of the group processes, a client may discover he wants or needs individual contact with a coun-

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Counselors, Counseling, and Consultants in the Employment Service

IRWIN A. BERG

Whenever a grave social problem faces the Nation, there is no dearth of self-appointed experts who cheerfully announce that they have *the* answer. There were experts galore, for example, who were quite willing to solve in a jiffy the problems of jobless youth, of grinding poverty in Appalachia, of older workers whose jobs were automated out of existence, and so on.

Our society is a technologically oriented one and nearly all of us love gadgets, gimmicks, appliances, and pat answers. Thus, it is not surprising that we find many among us who are quick to shoot from the lip and many others who will take such lip shots seriously. After all, our daily lives are filled with valid examples of the right drug to cure that disease, the right alloy for this space vehicle, the right tool for the job—a thousand and one technical problems and a thousand and one technically correct answers.

But this is not true of human problems. There are no quickie answers, no buttons to press, no special tool kit, nor any magic formula. The reason for this absence of answers is really quite simple. Our knowledge of technology has far outstripped our knowledge of human behavior and small wonder when it is recognized that only in this generation has more than a handful of men scientifically studied human beings.

There is no miracle drug for the ills of society. There is, however, an abiding faith in the individual and his ability to help himself after help is given to him. In consequence, our national leaders have placed their faith and our money on the helping professions—counselors, teachers, and the like—as being most likely to deal effectively with our social problems by the help they can give the individual. For the Employment Service and my connection with it, this means *counseling*.

Counseling is booming as a word and in the number of available counseling jobs in the Employment Service, but not necessarily as an activity. This assertion requires some elaboration, and it should be kept in mind that the elaboration offered here is merely the opinion of only one of the BES Regional Consultants on Counseling and Testing. There are a dozen such consultants—mostly professors in large universities but all of them have had practical experience in business and industry—representing all the geographical sections of our country. Some of them would agree with my appraisal of Employment Service counseling, but some might not. That, of course, is as it should be. The consultant is useful not for his skills and knowledge alone but also because he is independent and free to express himself openly and, it is to be expected, responsibly as well. So, with this in mind and for whatever it is worth, here is one consultant's opinion of counselors and counseling in the Employment Service.

As I see him, the Employment Service counselor is currently a professional person in search of a role. There is much talk and much in print about counselors and counseling in the Employment Service but rela-

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tively little genuine counseling. There are several reasons for this. In a good many cases, the clients themselves do not really want counseling. They often have no interest in longer term goals, no interest in understanding themselves with respect to the acquisition of new, higher level skills. As these clients see their problem, it is simple and direct—they are out of a job and they want one. What could be simpler than that?

The real problem, of course, is much more complicated and no quickie answer is likely to be available or satisfactory. The unemployed punch-press operator cannot be placed, for example, if such jobs have vanished through automation. The worker who has been fired from 20 jobs in 5 years because he fought with his supervisor needs to understand himself more than he needs another chance to fight with a boss. These clients must have more than one or two interviews in order to know and accept what a surplus punch-press operator can do to acquire new and needed skills or what is really wrong with the worker who views the boss as a sparring partner. What is needed takes a series of interviews which will take time that the client is sometimes reluctant to give. Therein lies the challenge for the counselor, and a vital, all-encompassing challenge it is, for it involves motivating the client to seek counseling as well as providing the service itself. But in most client-counselor-contacts, the Employment Service counselor in this role is uncommon and counseling activity in this sense is minimal.

If a good many clients find it hard to accept the role of the counselor, a high proportion of supervisors in the Employment Service find it even harder, which is quite understandable. After all, for several decades they have placed clients with an average of about 1.7 interviews per client. Now they are told that in the broadened Federal program where a client is counseled, 10, 20, even 50 or more interviews may be necessary—not just 1 or 2. Intellectually, the supervisor can understand the new program, but emotionally he finds it hard to believe. He didn't earn his promotions with 20 or more interviews per client; so, consciously or unconsciously, he may drag his feet while he waits to see what will happen. Then, too, the supervisor has a job to do and 20 interviews make little sense to him when he has clients waiting in the office. Finally, there is also a vague feeling of threat. The counselors are college graduates and the supervisor often is not. Furthermore, the salary levels which seem low to the counselors strike the supervisor as being high. The result is a further clouding of the role of the counselor in the Employment Service.

In this connection, it may be observed that the Employment Service counselor hasn't done much to clarify his own role. Quite correctly, he thinks of himself as a professional person, but in some instances he unfortunately sees himself as apart, even distinct, from the main thrust of the Employment Service activities. The ultimate goal of the Employment Service is to place people in jobs, and this sometimes requires interim activities as training, retraining, and counseling. While the goal is clear, some counselors have nevertheless unwittingly conveyed the impression that counseling was an end in itself. This has inexorably led to a communication breakdown in a few offices and a further confusion of the counselor's role.

Earlier, I mentioned that some supervisors experienced a feeling of threat with respect to the counselor's role, however poorly defined it may be. Paradoxically, some Employment Service counselors seem to be experiencing a similar feeling of threat, not from supervisors but rather from counselors who are *not* in the Employment Service. The counselors who appear to have this feeling seem to me to be those whose training is incomplete. The standard for the education of school counselors and rehabilitation counselors, for example, is reasonably well spelled out. Much of the training that school and rehabilitation counselors have had has not been part of the training of a sizable number of counselors in the Employment Service. This is inevitable, of course, where the demand for professional services has skyrocketed in a particular setting; in time, through inservice and other training, the condition will correct itself. In the meantime, however, a number of Employment Service counselors feel defensive as they become increasingly aware of shortcomings in their training for the counseling role which, as matters now stand, is unclearly defined and not fully accepted in some offices.

None of the foregoing observations is intended to apply to all Employment Service settings or to all Employment Service counselors. But it is my belief that some of the observations apply to most settings. The more important commentary, of course, should center in what can be done about it.

As I see it, four things should be done now:

1. Inservice training should be made available to counselors in all Employment Service offices. The training should be without cost or other penalty to the employee, and both credit and noncredit offerings should be available during the working day and/or evenings.
2. Stipends should be available to Employment Service counselors for full-time study for a graduate degree at a university. If instituted, such a program would have to be buttressed by training grants to designated universities in order to allow them to expand their programs.
3. Salary levels of counselors in the Employment Service should be raised substantially in order to obtain and retain the services of counselors. At present, the salaries offered are not competitive.
4. The role of the counselor in the Employment Service and the professional standards for his training should be spelled out and publicized. This is especially important for administrators in the Employment Service and in State civil service systems.

There are other things which could be done and which would be helpful. But the four suggestions offered here would do most, I think, to dispel much of the present confusion and would serve to establish the counseling program and the role of the counselor in it.

Employment Counseling Innovation . . .

New Counselor's Handbook

JEWELL BOLING

A broader approach to individual appraisal and vocational exploration is provided in a new handbook, Counselor's Guide Relating Counselee Appraisal Patterns to Fields of Work, which the U.S. Employment Service is readying for the printer. Occupational exploration under this new system is based on the third edition of the Dictionary of Occupational Titles.

This new handbook is based on the premise that if the individual and the world of work are to be brought meaningfully together in the counseling process, a two-way instrument is needed, with the two parts interrelated so that interpretations can be made from one part to the other. The first part of the handbook, therefore, is designed to aid the counselee to learn about himself, and the second part to help him relate this self-knowledge to the world of work from the standpoint of his occupational expectations.

Helping the Counselee to Learn About Himself

The first half of the handbook is devoted to ways of helping the counselee to talk about himself, his habits, his problems, his aspirations, what he values, what has discouraged and motivated him—his outlook on life, the kind of person he wants to be.

What are the roles and cultures which the counselee prefers? Is it involvement with social situations, in which he heeds clues stemming chiefly from interaction with people, or is he the kind of person who likes to absorb himself with a machine or the use of hand tools to make something? Instead of either of these, is his forte the world of ideas? Or, does he have a penchant for paperwork and keeping records, attending to detail, keeping things neat and orderly?

Does he show himself to be bright and bookish by reading omnivorously, not comics, but serious books—scientific, literary, historical? Are his interests kaleidoscopic, his mental energy bubbling in every direction, or is he a nonreader? Is he difficult to elicit information from, or does he have trouble in understanding what you mean by the questions you ask? If you mention hobbies or interests, is he puzzled as to what you are talking about?

Does he need a protected job which will not arouse his antagonisms, or are competition and winning necessary to give him a sense of achievement? Is he inclined to direct, control, plan, create, strike out on his own, be a trailblazer? Or does he prefer the settled, established, standardized, and have a need for specific instructions so that he is not in doubt as to what is expected of him? Can he work under tension, stand to be paced by the job? Does he incline to look out for others, share homework, listen to what other people have to say? Has he a love of the land, for being outside under the open sky? Can he endure exact, painstaking work where accuracy is at a premium?

Exploration along such lines gives clues to a counselee's total individuality and starts him on a course of self-discovery leading to development of his vocational self-concept. The counseling handbook invests such clues with occupational significance by relating them to the employment situation.

Learning About the World of Work

The other half of the handbook is designed to help the counselee learn about the world of work and to aid the counselor in helping him to understand it in relation to his qualifications and needs. The world of

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work is viewed as including job activities, training activities, and leisure pursuits. By showing the counselee what kinds of work situations require the same adjustments, or exploring with him how particular work situations fulfill the same needs that he has been thinking about in terms of himself, he can be aided to visualize himself in employment roles not yet known to him.

"Counselee appraisal patterns," which organize interests, hobbies and other leisure pursuits, physical capacities, values, attitudes, special abilities, training courses, college majors, and related kinds of information which counselors can secure about counselees (or impart to them) are related to work fields. Temperament and interest statements are listed for the fields and described in terms which show not so much what the worker is doing, but what it is really like to be such a worker. The counselor and counselee can be aided to see the continuity of work behavior with behavior in school, leisure, social, and other situations, and the kinds of work situations which are critical to a worker's adjustment to a job.

Understanding Himself in Relation to the World of Work

The following is an example of how the two parts of the counseling handbook mesh. Perhaps the counselor is helping the counselee come to terms with feelings about life demands for qualities in him such as capacity for accuracy, neatness, carefulness. The first part of the handbook aids the counselor to help the counselee think about himself along these lines by questions which give attitude clues, such as:

Do you like or dislike to—

Check and doublecheck work? Put great effort into getting something exactly right?

How do you think you would feel about—

Spending hours, if necessary, to locate an error in addition?

Doing work of such accuracy that a mistake of 1/1000 of an inch would ruin the piece you are working on?

Activity clues such as these can be explored:

Have you—

Made it a point to turn in neat examination papers?

Written and rewritten a letter to say exactly what you wanted to say?

Been responsible for cleaning and keeping a spotless kitchen or bathroom?

After thinking about himself in these terms—his feelings toward being very accurate, neat, careful, precise, and the like—work situations requiring the same type of adjustments in workers can be described to him, e.g.:

The SHIRT HEMMER feeding fabric toward a sewing machine needle, exercising *constant care* to maintain seam even and straight;

The ELECTRICIAN *adhering strictly* to electrical codes on the penalty of being badly injured or killed;

The PHARMACIST mixing ingredients by *exact* formula;

The CONTROL-TOWER OPERATOR separately tracking and directing the minute-by-minute arrival of planes from all directions, when *one mistaken reading,* or *error* in radio frequency transmitted, could cause a plane crash costing many human lives;

The PROGRAMER breaking down a problem into a very long chain of steps where *one mistake* could spoil the entire calculation and possibility make worthless a whole day's work.

Perhaps the counselor is helping the counselee explore his needs for activities which give him opportunity for self-expression and individuality of taste. Clues to his attitudes in this regard may be revealed by answers to questions such as:

As you see it, do you think you tend to:

Depend on your own ideas rather than seek out the ideas of others?

Prefer to choose your subject for a composition, exhibit, or club or school project, or have it assigned to you?

Feel confident of your own tastes and viewpoints?

Dislike imitating others?

Clues to this aspect of his values and needs may also be derived from activitity questions such as:

Have you:

Carried out your own ideas in decorating for a party or other event?

Developed your own "specialty" menu or dish?

Landscaped part or all of the home grounds, planning it yourself?

Chosen and arranged furniture?

Written up what you thought about a play, movie, book, civic topic, etc., not for any particular purpose, but just for the fun of it?

After the counselee has thought about himself in these terms—the extent to which he wants his work in life to bear the stamp of his own personality—the counselor can help him visualize work situations in which the fulfillment of such a need is possible, and if he has the potentiality to learn the work.

Some illustrations of such work situations are:

In ARCHITECTURE the pacesetters develop their own style, based on their own tastes and ways of thinking and feeling;

The ART EDITOR can write opinions and criticisms of art exhibits which are the product of his personal leanings;

The STONE CARVER interprets the diagram and model and thereby determines the artistry and beauty of the work;

The MILLINER may use her own style sense in adapting existing hat designs to dramatize personal characteristics of customers;

The COMMERCIAL ARTIST is engaging in self-expression when he transforms a telephone, mailbox, or fireplug into more than ordinary sights.

Nonemployment Areas of Activitity

Dr. C. Gilbert Wrenn, Professor of Counseling and Education, Arizona State University, one of this issue's authors, has pointed out that vocational counseling is moving toward helping the counselee make choices which relate to creative use of off-the-job time to advance personal aspirations. Many jobs of a craft nature which once gave their workers tangible satisfaction have disappeared under the onslaught of

(*Continued on page 17*)

Personal and Social Factors in Employment Counseling

SAUL S. LESHNER
and GEORGE S. SNYDERMAN

It is perhaps obvious that the Employment Service cannot reach, hold, and help all job applicants who come to local offices. Many are customarily viewed by counselors as "hard-core," "unemployable," or just plain "migraines." In periods of high employment, the applicant load becomes disproportionately high with a residue of socially, economically, physically, and psychologically handicapped persons. Despite the favorable job climate, these applicants remain vocationally "unable" and fail to achieve occupational stability and security. Their work applications often repose in local office files and are eventually interred in the "inactive" file.

The current war on poverty and the civil rights revolution highlight our past failures and compel us to reevaluate the "unable" as prospective workers, leading us to question the utility and validity of current counseling philosophies and techniques. Clear answers are slowly formulated, but clues emerge which can help the counselor reach and help a growing portion of this vast reservoir of potential workers.

Counseling Problems

Many cases referred to the local ES office counselor present relatively simple problems of choice or adjustment. The counselees are able, after relatively few interviews, to understand their job problems, to set goals, and to mobilize their energies to resolve their problems and begin to move toward a goal. In the foreseeable future, local office counselors will continue successfully to help many of these applicants with present techniques and instruments. Counselors may expect, however, that even able applicants will need to return periodically for reevaluation and redirection because career patterns are changing rapidly. We are in an era when many persons will have to change jobs or careers several times during an occupational lifetime. This suggests that the employment counselor will devote energy and effort to helping the able applicants, as well as the less competent, to understand change and to cultivate some work versatility so that they can shift into new areas of employment or training whenever technological variation makes their jobs obsolete.

Unable persons generally have not reached a stage where they need to be involved with making changes. They are usually without jobs or real goals. A multitude of cultural, social, and personality problems have kept them from entering the job market except on a limited scale. They seem to resist helping themselves or even accepting help from others. They

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Each of these photographs shows a school dropout being tested with a work sample.

may lack the coping behaviors which are minimum requirements of employability. They may have little ability to deal with materials and processes which are demanded in a training or employment situation. Thus, a host of elementary job knowledges are lacking which ordinarily we take for granted in counseling the competent.

The problem is magnified by the need to deal also with commonplace personal and social issues, such as sustaining effort, tolerating pressures, acquiring suitable work patterns and attitudes, and forming the self-image of a good worker. Regardless of his skills, one cannot hold a job unless he can get along with his boss and coworkers, can come in on time, or can pace his work energy expenditures. These are aspects of the problem-saturated "unable" population to which the counselor must relate before the applicant is ready for placement. It is to these factors that employment counseling must be oriented if it is to be effective with an increasing caseload of marginal applicants.

Counseling relies on a penetrating understanding of the individual. Perhaps the primary area of consideration relates to the sometimes vague problem of motivation. The person who has experienced mainly failure and rejection in school, economic deprivation, and a survival existence—in which the immediate goal of life was to get enough to eat and to live through the day—will tend to be conditioned to dealing with the present. Delaying gratification is an unaccustomed mode of response; future goals are blurred and unreal; and the self-image is one of defeat and self-disparagement. Separated from the mainstream of middle class life, he has not cultivated the behavior that will enable him to cope with the varied and uncertain criteria of employment. And finally, since he is alienated from his community, he will resist and mistrust any offerings that ostensibly will improve him.

Thus, adjustment to an impoverished environment produces a maladjustment for the work environment. The individual is caught up in a cyclical bind in which his lack of trust and inability to cope with mainstream employment standards leads to anticipation of failure and fear of rejection. The basic anxiety which arises when he is confronted with strange values and standards impels him to seek the more psychologically comfortable position of remaining where he is. So he resists change to an uncertain status in order to maintain a familiar and "comfortable" condition.

In this connection, a most illuminating finding of the JEVS/PSES joint project[1] for school dropouts was the inability of many of the youth to tolerate success. The new and positive experiences of the youth at the JEVS Work Adjustment Center led to considerable hostility or withdrawal behavior, based apparently on the disturbance to the individual's long-term self-image of unworth. The new experiences produced or activated profound anxieties which were reflected in defensive tactics of aggression,

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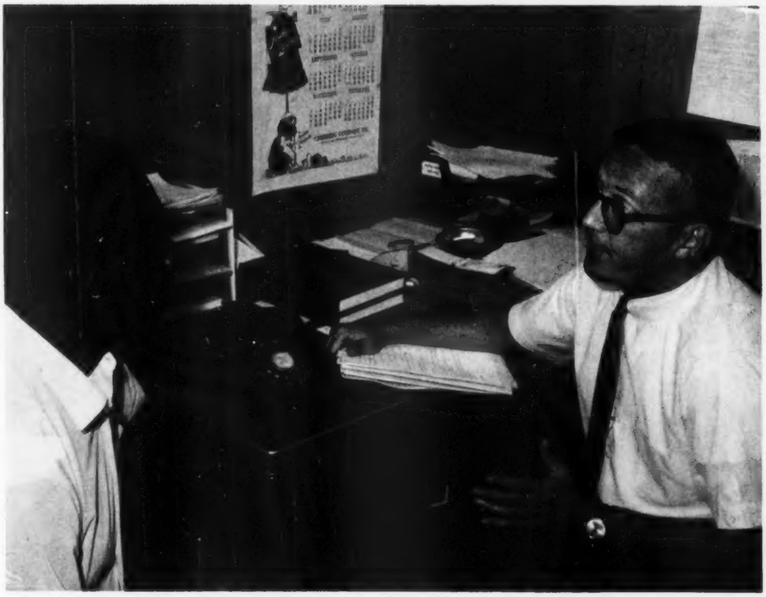
[1] *See EMPLOYMENT SERVICE REVIEW series "Preparing Disadvantaged Youth for Work," November and December 1965, January, March, and April 1966, available in reprint form on request.*



A counselor helps an applicant with his work problems.

restless and randomized behavior, apathy, or overt withdrawal.

Importance of Evaluation

It may be obvious that, particularly for the "unable," employment counseling without a sound understanding of the applicant is likely to be shallow and lead to failure. For those who are basically employable and can resolve their problems with minimum direction, the usual interviewing and testing procedures will permit the counselor to classify them occupationally and to provide the information about job areas which coincide with the counselees' stronger abilities and interests. The "unable" applicant, however, does not adequately respond to a formal testing situation, perhaps because it is reminiscent of past failures with school-like tests. The usual group test permits little two-way communication, and the already difficult problem of communication is compounded by the requirement that the applicant be exposed to another threatening or potential failure experience.

Nevertheless, the "unable" applicant must be evaluated. It is suggested that the counselor may begin with simple demographic information and then proceed with more sensitive material. Probing might include an exploration of school history (including rates of absence, successes as well as failures, relative levels of achievement); work experiences (including street trades, illegal occupations); home and peer relationships or other model figures in his background that may be relevant to his possible work adjustment. Only as a good relationship is formed can the evaluation reach into emotionally loaded areas. With experience and understanding, the counselor will become adept at penetrating the superficial response to the more profound issues which may be available only inferentially, and which are the substance of a sound evaluation and basic to a vocational adjustment.

The Philadelphia JEVS performs vocational evaluations of the "unable" by engaging him in the performance of industrial work samples over an extended period of time. In this situation, the counselor and counselee can both explore and test out the latter's abilities and capacities for improving work performance and behavior.

While work sample evaluation is rarely available to local office counselors, some of the principles may be applicable to the counseling interview. For example, in analyzing school or work experience, the counselor can strengthen his judgments by systematically rating the information from simple to complex. These ratings might correspond to levels of employability, with low-rated factors indicating problem areas or weakness, and high-rated factors indicating strengths for training or work. Later, if the counselor determines that formal testing is needed for additional information, the General Aptitude Test Battery may be administered. The counselor is better able to prepare the counselee for taking the test, thus precluding results which may be spuriously low.

The Counseling Process

Essentially, employment counseling is a process of setting realistic, achievable vocational objectives and detailing the means of achieving them. The goals set, the decisions reached, and the intent of the counselee to pursue them flow from an initial relationship that evolves with the counselor. Communication penetrates the biases, fears, and personal views that mark both counselor and counselee. A sound counseling outcome derives from the interaction in which the counselor, understanding in depth his counselee, enables the latter to form a vocational identification and a set of purposes that have meaning for him.

The hard-to-place, "unable" applicants—because of their painful and difficult developmental histories—cannot tolerate their own feelings about themselves and tend to suppress them beneath a psychological shell. Penetrating this shell is difficult and may result in violent reactions of hostility or sudden departure.

The effective counselor begins initially with factual and nonthreatening material. His main objective is to produce a relationship which induces a sense of comfort, confidence, and trust. He can expect that the individual whose needs relate to the

A school dropout learns to operate a forklift.

immediate, and who is unable to defer rewards, wants immediate and tangible evidence of help. Further, since this kind of applicant is relatively nonverbal and noncommunicative, he will tend not to engage in the conversation that typically marks the counseling process. Communication has to be clear and in the language of the applicant. It may also be nonverbal as reflected by the counselor's attitudes and behavior. The applicant quickly senses beguiling overtures and is prone to continue only if he knows and understands what to expect and what is expected of him.

Wherever possible, the counselor should demonstrate his intent to help by taking immediate active steps. The counselor who makes telephone job solicitations in the presence of his applicant demonstrates that he cares whether the applicant gets a job. He satisfies the applicant's interest in coming to the office, cements the relationship, and stimulates him to return, although this or any other device might initially fail.

So, employment counseling deals first with innocuous material and visibly demonstrates the direction of the counselor's effort. From this point, there can ensue discussion of other vocational problems, including possible sources of training and employment. It should also involve preparation of the applicant for not being hired on initial interviews, so that the old failure and rejection syndrome is not triggered.

As counseling proceeds to tangible job-finding efforts, it will cover realistic problems of appearance, speech, manner, expectations of beginning and further steps on the employment ladder, needs for supplementary training, and similar elements of vocational relevance. As the congruent attitudes and objectives of counselor and counselee evolve into a mature relationship, the latter will open his deep-rooted feelings and aspirations for discussion. When the counselor succeeds in establishing a relationship, it is also likely that the counselee will return for support if he encounters difficult problems.

The Employment Counselor

The competent counselor knows the job market and understands the dynamics of work. He is sensitive to psychosocial attitudes and behaviors which inhibit as well as facilitate job-seeking. He can sustain reasonable objectivity in assessing his counselee, and can refrain from interposing his own attitudes, values, and personal wishes.

But even competent counselors often fail with the "unable" applicant because their own middleclass values intervene. Unconsciously, they become condescending and impute a subordinate status to the applicant who needs help. Few people can tolerate this kind of reflection on their self-esteem. Those particularly who have survived through their own efforts are especially sensitive to the "do gooding" white collar, middle-class person. It is in the interest of promoting mutual respect that the counselor should maintain his own position, utilize his normal manner, and in no way adopt a special personality to accommodate his applicant. A good relationship allows both parties to be themselves and to respect each other.

Finally, no matter how skillful and well-intentioned the counselor may be, practical considerations as well as personal limitations may restrict his effectiveness with many who come to him. The road of the hard-to-place applicant to vocational adjustment is a tortuous one. Each applicant responds in his own way and at his own pace. "Unable" applicants, despite their vocational failures, have usually learned to cope with and stay alive in a hostile and restricted environment. With devoted and thoughtful assistance, they can also learn to be good workers and citizens.

Employer Services

Aptitude Test Results to Employers

The U.S. Employment Service recently provided for State agencies to report to employers applicants' aptitude test results relating to jobs on which the USES has conducted test research. The reports should be of special interest to employers who hire for a "labor pool" and those who consider entry applicants for a number of different job openings.

By aiding employers in interpreting test results, the report should help them place applicants in the jobs which best utilize their potentials, thus benefiting all concerned. After placement, the employer can retain the report for use in promotion, transfer, and selection for training.

Major impetus for this new service to employers came from the Advisory Panel on USES Occupational Test Development which included representatives of both industry and labor. Several State agencies had voiced support for the idea, and personnel from the Pennsylvania, Maryland, and Illinois agencies helped work out the reporting procedure.

The reports will be on a special form, called the General Apitude Test Battery Indicator, which provides a graphic presentation of the applicants' aptitudes in relation to the aptitude requirements of the employer's jobs. Test results are shown on the form in terms of "confidence bands" rather than specific scores. The use of confidence bands is intended to serve as a reminder to the user that test scores are not infallible.

The reports will not be given out routinely, but will be made available on request of the employer, and on the condition that the report will be used in a manner beneficial to the applicant as well as the employer. Employment Service personnel will provide training to employers on interpretation of the form. Interested employers should contact the local ES office which serves them.

NEW COUNSELOR'S HANDBOOK

(Continued from page 12)

automation. There is a great increase in well-paying, highly specialized, but essentially routine technical jobs in the standardized areas of science and technology. They require the worker to use other people's ideas and to adhere strictly to complicated, prescribed procedures. Sustained and diligent application is essential to job success.

As Dr. Wrenn says, people faced with adjustment problems arising from limited job satisfaction should consider leisure pursuits to add zest to their lives before quitting a dead end or unrewarding job to become an unemployed liability. The counselor, he maintains, should regard it as a part of his competency to be able to help the counselee with leisure-time exploration as well as job exploration.

Activities outside of work are coming to be recognized for their value in personality development. Nowhere is this as deeply realized as in the counseling of the disadvantaged. Recreational and other nonemployment activities bring new experience to the barren lives of the culturally deprived, and can be a first step in the acquisition of social skills and motivation. "Tryout" opportunities can bring about a more hopeful attitude and growth towards employability and job holding, as well as provide information and produce skills on which the counselee can capitalize.

Thus, information on hobbies and other voluntary pursuits is no longer to be regarded solely as useful as a basis for the occupational classification of an entry worker. It is information in its own right, not just a corollary of job information. In the economic milieu of today, people require knowledge about the resources which can be drawn upon to make unemployed time and leisure time for the employed more meaningful.

Because of the extensive compendium of leisure pursuits in the counselor's handbook, it has important applications in relation to adjustment counseling when the above situations exist as counselee problems.

Profile of ES Counselors

A marked expansion has occurred in Employment Service counseling staff, as well as in the amount of time devoted to counseling. The following table shows an increase of 45 percent in the total number of individuals performing counseling duties between May 1964 and November 1965, and a 63-percent increase in those spending half time or more in counseling. While men counselors slightly outnumber women counselors, the proportions of each did not change during the period. Not shown by the table is the fact that men counselors predominate in the under 45 age group, whereas women outnumber men in the 45 and over group.

While the majority of counselors in November 1965 were experienced ES personnel promoted to counseling positions, most of the increase during this period came from a variety of outside sources. Three out of five counselors working in November 1965 reported less than 3 years of Employment Service counseling experience, approximately double the number in May 1964. However, those reporting 3 to 5 years' experience and 6 to 10 years' experience also increased substantially, and those with over 20 years more than doubled. The number of counselors with college degrees virtually doubled during the 18-month period, reflecting the adoption of higher counselor standards by many States and extensive outservice training sponsored by the Bureau of Employment Security in cooperation with the various State agencies.

Background and Training of Employment Service Counselors

	November 1965 survey	Percent distribution	May 1964 survey	Percent distribution	Percent change
Persons doing counseling	4, 255	100	2, 933	100	+45
Persons spending half-time or more	2, 778	65	1, 706	58	+63
Men	1, 461	53	904	53	+61
Women	1, 317	47	802	47	+64
Promoted from other ES positions	1, 512	54	1, 509	88	....
Years of ES counseling experience:					
Less than 3	1, 652	59	829	49	+99
3 to 5	552	20	352	21	+57
6 to 10	330	12	294	17	+12
11 to 15	115	4	119	7	−3
16 to 20	76	3	92	5	−17
Over 20	53	2	20	1	+165
College degrees	2, 296	83	1, 159	68	+98
Bachelors	1, 982	71	957	83	+107
Masters	311	11	192	17	+62
Doctors	3	....	5	....	−40
Major fields:					
Education (including vocational guidance)	683	30	327	28	+109
Psychology	469	20	206	18	+128
Sociology (including social work)	349	15	145	13	+141

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es newsletter

SURVEY OF MAJOR CITY SLUM AREAS

During November, the Department of Labor and State employment security agencies conducted an extensive house-to-house survey in slum areas of 10 major cities to determine extent of unemployment and personal characteristics of the unemployed. Surveys were made of 2,000 households in each of 13 slum areas in Boston, Chicago (two areas), New Orleans, New York (three areas), Philadelphia, Phoenix, St. Louis, San Antonio, San Francisco, and San Juan. For each household, questions were asked regarding the number in the household, ages, income, employment status of each member of working age and, if unemployed, the length of unemployment. The purpose was to secure up-to-date information needed for planning future manpower programs to help the disadvantaged.

In carrying on this nationally coordinated survey, the State employment security agencies were responsible for selecting staff, making the surveys, and preparing the report on job market conditions. The Bureau of Labor Statistics was responsible for the sampling process, questionnaire design, training of enumerators, and for tabulations and technical supervision. The Bureau of Employment Security had overall supervision of the project as well as the responsibility of identifying areas to be surveyed.

A report of the 10-city survey was due to be submitted to the President by the Secretary of Labor in mid-December.

OECD CONFERENCE

A Conference of the International Organisation for Economic Co-operation and Development was held in Amsterdam on November 15-18, 1966. Basic attention at the Conference was given to the nature of manpower planning by corporations and other organizations.

U.S. Employment Service Director Frank H. Cassell presented a paper on the topic "How has a company's experience with technical change affected manpower planning?" For an example, he described the corporate manpower planning that developed at the Indiana Harbor Works of the Inland Steel Company from 1951-65. In this period, three major technical changes were introduced: Four continuous sheet galvanizing lines; an 80-inch automated hot strip mill; and a basic oxygen furnace. Mr. Cassell said

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that the company's manpower allocation planning approach, consisting of procedures to meet manpower needs in new or expanded facilities and the plans to minimize worker adjustment difficulties, evolved slowly but crystallized as a result of the company's early experience with worker adjustment problems that grew out of the introduction of the new techniques.

Mr. Cassell also pointed out that one of the USES goals is "the promotion of information and thought in the field of manpower which will encourage private planning by the corporations and other parts of the private sector so that they may better anticipate their needs and measure them against available knowledge of the total job market."

VISTA VOLUNTEERS IN ES OFFICES

Under an agreement with the Office of Economic Opportunity's VISTA (Volunteers in Service to America), State employment security agencies may arrange with VISTA for the assignment of volunteers to local ES offices to help disadvantaged unemployed youth and adults improve their employability and get jobs. The volunteers will not do clerical, administrative, or similar work but will live and work among the poor.

VISTA plans to give special training to the volunteers who will be assigned to State Employment Services. A sponsoring agency, under the agreement, must provide on-the-job transporation, supervision, and working supplies. It must also set up a fund to be available for loans to volunteers in case of personal emergency.

SMALLER COMMUNITIES PROGRAM

The Smaller Communities Program in action is depicted in a new 15-minute colored slide series keyed to a professionally narrated script. The slides show the need and ways for community groups to take part in the program, and also how mobile teams provide extensive ES services to people in areas remote from ES local offices. The slide series was developed by the Bureau of Employment Security in cooperation with the Federal Extension Service, North Carolina State University, and the North Carolina Employment Security Commission.

Of interest, also, is a new pamphlet that describes the services available through the Smaller Communities Program. It tells how the program helps in bringing new industries and jobs to rural areas, and what a community can do to attract new industry. As examples, it explains in detail how three areas were given specific help through the program's efforts. The pamphlet, "Smaller Communities Program," is for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C., 20402, for 15 cents.

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Pilot Conferences on . . .

Counseling Girls Toward New Perspectives

JANICE N. HEDGES

Employment Service counselors have been in the vanguard of developing new trends in counseling women. First-hand contact with job applicants made them appreciate early that girls should develop a "life plan" that incorporates employment; that their abilities and interests rather than their sex should determine vocational choice; that women and girls should acquire the education and skills necessary to qualify for employment; and that efforts should be made to combat deterioration of skills during periods of nonemployment. They recognize that women workers represent a stable work force, but one with special characteristics and special needs.

To achieve fuller utilization of women power, in the work force, two pilot regional conferences on new perspectives in counseling women and girls were initiated in 1965 by the Women's Bureau of the U.S. Department of Labor. Employment Service counselors, school counselors, counselor-educators, and representatives of State Commissions on the Status of Women and women's organizations were brought together in Midwest and Middle Atlantic State conferences to exchange views on counseling needs of women and girls. The conferences were cosponsored by the U.S. Office of Education and funded by the Office of Manpower Policy, Evaluation, and Research of the Labor Department's Manpower Administration. These pilot conferences are widely credited with bringing the counseling of women and girls into closer conformity with the special problems and expanding opportunities for women workers.

The conferences reinforced local impressions of the large-scale movement of women into the labor force. Participants' attention was drawn to the dimensions which the employment of women have assumed: Approximately 28,457,000, or 37 percent, of the civilian labor force in October 1966 were women, about 1,257,000 more than 12 months earlier. Nearly 48 percent of all women aged 18–64 in the population are in the labor force, and employment is widespread in every group. Married women are almost as likely to be at work as single women.

Recently the 50 Employment Service counselors from 13 States and the District of Columbia who participated, when asked if their work or attitudes toward the counseling of women and girls had been influenced by the conferences, had instructive and enthusiastic comments.

Some Employment Service counselors reported that conference participation resulted in a "fresh look" at the counseling of women and girls, and a shift in emphasis: "My attitude toward counseling women and girls has always been positive; the conference crystallized a determination to go the second mile. . . . I am rededicated to utilizing every available tool and technique to help guide females into the challenging opportunities offered by the Great Society."

The importance of long-range planning was clarified by the conferences. Counselor participants stressed that the jobs of today often require skills that cannot be devel-

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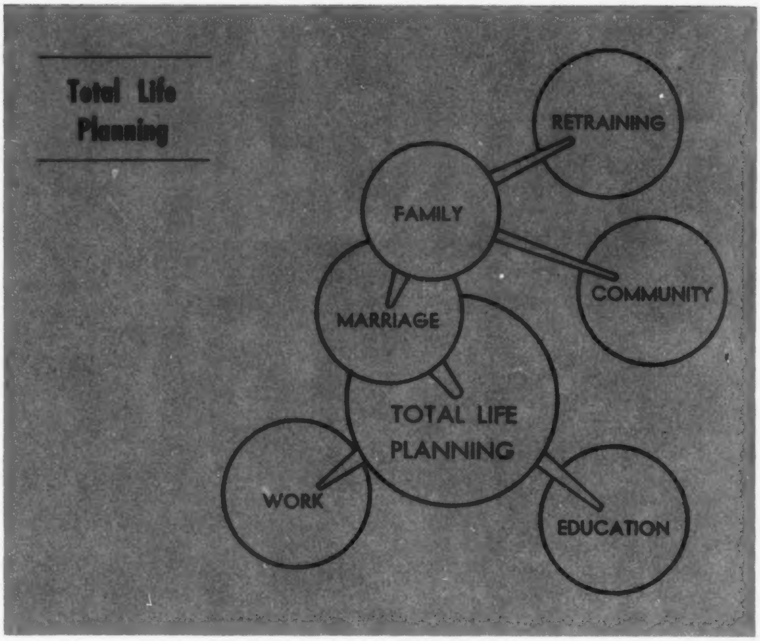
oped in a few weeks or even a few months. Real vocational goals and interests must be developed, and high school girls and mature women must be willing to plan toward goals step by step.

Participants found also that the conferences provided new directions for the counseling of women and girls. Increased awareness that employment was a long-term condition in the lives of many women enabled counselors to free themselves from concepts of "men's work" and "women's work" and in turn to encourage women and girls to explore all employment possibilities. They reported new techniques devised to further consideration of new fields. One counselor, for example, found that the question "What have you always wanted to do?" led away from stereotyped responses.

The conference led those Employment Service counselors with responsibility for recruiting trainees for Manpower Development and Training projects to consider and encourage women to take training in occupations that are not necessarily traditional for women. One mentioned shoe repair as well as custodial service. Another reported: "We have taken the position that if the referring branch office has a receptive employer, we will train women in any occupation in our curriculum. This could include automotive, small engine repair, general machine operation, and nurseryman training." Counselors also found they were becoming "more knowledgeable about the vast reservoir of vocational opportunities that exists for girls and women in realizing their fullest potential."

It was apparent to the counselors who participated in the conferences that women need to be motivated if they are to capitalize on the new opportunities: "Many women are unaware of their potential in the job market and are willing to take just any job rather than try to find the right job for which they seem to be qualified—a job which will be challenging and satisfying and bring a feeling that 'I am doing something worthwhile,' not just putting a round peg in a round hole day after day."



Counselors stressed that mature women must drop their opposition to training or retraining, that their resistance to the new must give way. They reported renewed efforts to motivate girls and mature women to change their limited self-image and look to goals best suited to their aptitudes, interests, and values. However, as one counselor reported: "I have trouble bucking a complacent resignation to aim at 'just any job I can do.' "

Reports from Employment Service counselors who participated in the regional conferences indicate that they accept the challanges of their role while recognizing its limitations. "Educators and school counselors should be given continuous support in the part they play in molding the total future of female students. They should recognize aptitudes, interests, and capabilities early and encourage the students to develop meaningful goals for themselves." Employment Service counselors stress the role of vocational guidance and counseling at the junior and senior high school level to prepare the work-bound girl with a salable skill and the college-bound girl with the required courses to enter the field of her choice.

In addition to the carryover to their own work with counselees, the counselors reported that the conferences reached beyond the original participants. Those responsible for training Employment Service counselors and interviewers indicated that they are stressing the necessity for thinking in terms of the changing role of women, broader employment horizons, and long-range vocational planning. One counselor reported: "Since the conference, whenever workshops or training sessions have been held for counselors and employment specialists, a special effort has been made to emphasize the need for girls and women to understand and accept their roles as homemakers and wage earners."

Statewide followup conferences in Delaware, Florida, Illinois, and Maryland on the counseling of women and girls are ascribed to the impetus of the pilot conferences. The theme of "new perspectives" has been picked up in workshops, university seminars, and speeches. The conferences also are credited with stimulating research in counseling and in training counselors. Approx-

New Approaches to Counseling Girls in the 1960's

A Report of the
MIDWEST REGIONAL PILOT CONFERENCE
held at
University of Chicago
Center for Continuing Education
February 26–27, 1965

Counseling Girls Toward New Perspectives

A Report of the
MIDDLE ATLANTIC REGIONAL PILOT CONFERENCE
held in
Philadelphia, Pa.
December 2–4, 1965

imately 30,000 copies of the conference reports, New Approaches to Counseling Girls (Midwest Regional Pilot Conference) and Counseling Girls Toward New Perspectives (Middle Atlantic Regional Conference) have been distributed or requested for reference use.

Employment Service counselors reported they found the conferences useful and stimulating, and proposed further meetings and exchanges of ideas with school counselors and representatives of State Commissions on the Status of Women. Among the suggestions for further conferences was that attention be focused on women and girls who are disadvantaged economically and educationally.

From the reactions of the Employment Service participants in the two pilot conferences on counseling women and girls, "focusing on women instead of including them in the peripheral regions of occupational counseling" seems to have been an unqualified success.

See "Counseling of Girls and Mature Women," by Janice N. Hedges in the December 1964 Employment Service Review, page 23. Reprints are available upon request.

USING GROUP WORK

(*Continued from page 8*)

selor or guidance worker. He may desire to go into greater detail in terms of his vocational plans and spend a number of sessions talking about plans and vocational information with a guidance worker. By the same token, the client may desire to leave either of the group programs and enter into an individual counseling relationship because of personal, emotional, or other problems. Group and individual sessions should be available as single services or obtained concurrently with other services.

This concept of group work allows maximum flexibility and utilization of professional personnel. It is designed to minimize scheduling problems and provide optimal service rapidly to a large clientele. The model presented herein is adaptable to many settings and many geographic areas.

The authors are presently engaged in the development of this approach and there are indications that it may be an effective means by which ever-increasing numbers of YOC applicants for vocational guidance and counseling can be provided services.

GROUP COUNSELING IN YOC

(*Continued from page 5*)

must be done on an individual basis. The group can provide increased readiness to work out these vocational goals and increased motivation to follow through.

Individual counselors have been enthusiastic in their reaction to the program. They report that applicants are more open and outgoing. In many instances, quiet, uncommunicative applicants have made great strides in accepting and playing an active role in individual counseling.

The original question is answered. Experience has shown that group counseling can and does serve a useful purpose. It promises to be a method that will play a great role in the future of vocational counseling.

COUNSELING and the Government-University Team

C. GILBERT WRENN

In one generation, this country has seen a revolution in university-Federal Government relations that has had a greater impact upon the development of our major universities than any other development of recent years, even the tidal wave of students. This statement paraphrases one by President Fred Harrington of the University of Wisconsin at the June 1965 Invitational Conference on University-Government Relations in the Professional Preparation and Employment of Counselors.[1] Dr. Harrington commented that the university has recently had access to more counseling research money than it ever dreamed of having, enough training money to attract many people—some very superior, and a Federal program demand for counselors that could swallow up at least half of all of the present and immediately potential counselors in the land. Other papers of this conference made clear that the demand is so great upon the part of public institutions, including schools, that the supply should be increased five-fold by 1970. And there literally aren't enough graduate institutions equipped to provide this supply.

Subsequent to the publication of the conclusions of this conference, which was subsidized by a joint grant from the U.S. Department of Labor (Manpower Administration) and the U.S. Department of Health, Education, and Welfare (Office of Education), several significant developments have taken place. An *ad hoc* Interagency Task Force on Counseling initiated by Manpower Administrator Stanley Ruttenberg, and comprised of representatives of 10 Government agencies and 3 professional associations, has prepared a comprehensive and significant report on the coordination of both counselor utilization and the support of counselor preparation. Building upon the 55 recommendations of the Invitational Conference, this report provides more recent data regarding the gap between demand and supply of counselors. It concludes that there will be an estimated demand for 98,075 *additional* counselors over the next 5 years in *existing* public agency programs and the public schools. During the same 5-year period, it estimates a total output of 51,500 counselors at M.A. degree and Specialist Certificate levels. The task force is recommending substantial subsidy of basic counselor education at the first year level in order to feed more prospective counselors into various specialized counselor programs.

The Panel on Counseling and Selection of the National Advisory Committee has recommended that, upon the discharge of this *ad hoc* committee, an Interagency Council on Counselor Utilization be initiated through joint efforts of the Manpower Administrator and the Commissioner of Education.

The panel further has (*a*) prepared for the Manpower Administrator and similarly concerned officials a statement entitled "Guidelines for Government and University in the Training of Counseling Personnel"; (*b*) is sponsoring a field study by

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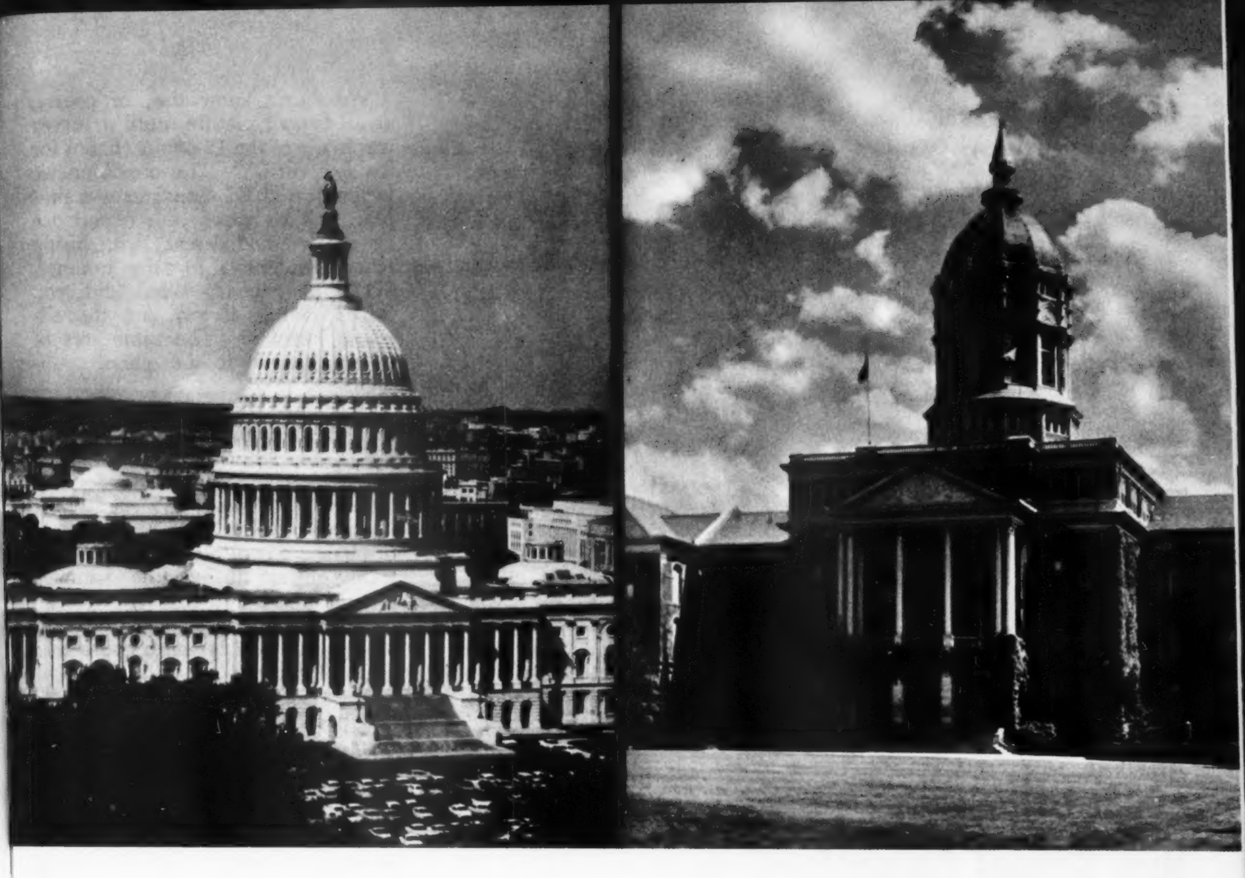
[1] *See John F. McGowan, editor, "Counselor Development in American Society 1966," available from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402.*



Sociologist Edmund Gross (a panel member) of what minority, disadvantaged youth think of counselors and of what help they wish counselors would give them; (*c*) requested and received from Director Frank H. Cassell of the U.S. Employment Service a report on "The Emerging Counseling Structure of the Employment Service" (the panel is currently cooperating in the further development of this significant statement); (*d*) requested a staff paper on Interagency Production and Utilization of Occupational and Job Information; and (*e*) is preparing to present papers on "The Need for and Meaning of Counseling in Our Total Society."

Since the Invitational Conference, an Advisory Committee on Guidance and Counseling of the U.S. Office of Education has been appointed, with Judge Mary Kohler as chairman.

In these various ways and in proposing the establishment of the previously mentioned interagency council, the panel is attempting to increase liaison between and coordination of the 10 or more Government agencies concerned with both the employment and the training of counselors.

In recognition of the short supply both now and in the immediate future of fully qualified counselors, the panel is encouraging the systematic development of counseling technicians and "counseling support" personnel such as counselor aids, youth advisers, and community workers. These would be expected to operate under the sponsorship of qualified counselors and counselor supervisors.

This development stresses the importance of *dual* programs of preparation for the briefly prepared and the professionally prepared counseling personnel. The latter are essential to provide professional sponsorship and supervision for counseling support personnel. Without such dual preparation of the briefly prepared and the middle and top level counselors, full use cannot be made of the talents and the *potential for growth* of the support personnel.

The past year has seen a certain steadying down of both Government agencies urgently needing counseling personnel and the educational institutions who feel pressed in attempting to enlarge overnight their basic counselor education programs. Perhaps what is being recognized is that counseling is seen to exist at different levels of complexity which require different levels of preparation. "Counseling" is a function performed by people in many kinds of jobs and not all who do so are "counselors"—

(*Continued on page 30*)

a summertime project . . .

Local Offices Hire School Counselors

WILLIAM E. HILL

The program of employing school counselors in local ES offices during the summer was instituted in the Wisconsin State Employment Service several years ago with somewhat mixed expectations concerning the results. School counselors are not necessarily vocational counselors, and it was thought that, if no other good accrued from the experiment, we would at least have well-educated summer vacation replacements.

This is in no sense intended to downgrade the school counselors! We work with them all the time and have an excellent relationship on a statewide basis. We have found, however, that because of their training and their immediate area of concern, school counselors are more likely to be oriented toward academic rather than vocational counseling. Still, it seemed like a reasonable experiment to try. What actually resulted was a breakthrough in communication and understanding of the kind discussed in textbooks but rarely achieved in the practical business of operating a school on the one hand and an Employment Service on the other.

We didn't know this, of course, as an overall picture, until a survey was made of the 13 offices chosen for the experiment. The questionnaire to the district ES managers was simple: Tell us about your experience (good, bad, indifferent) with hiring school counselors for the summer. What happened? What did you learn? What, if any, are the allround benefits? The same sort of letter was sent to the school counselors.

Responses from both managers and school counselors revealed their satisfaction with the program which has far-reaching implications for better service to Wisconsin's young people. Advantages cited by managers of having school counselors work in local offices during the summer months included:

- An ability to assume quickly a heavy work load of youth counseling and interviewing
- An opportunity for school counselors to find out about the numerous tools we have to aid the employability of youths as well as adults. Programs such as MDTA, Job Corps, Neighborhood Youth Corps, Vocational Rehabilitation, etc., plus our thorough counseling service, were of great interest. There is a vast area of our population that is in need of information on all aspects of the Employment Service and all of the Federal programs available to them. People on the school counselor level of teaching must be reached.
- Being naturally school-oriented, high school guidance counselors find it particularly interesting and beneficial to "change hats" for the summer and be "employment oriented." By becoming more familiar with the local job market demands and opportunities, they are better able to deal with the noncollege-bound student primarily interested in local employment.
- After their experience in the local office, school counselors offer a direct line of communication to the school to discuss the school status of our applicants and can refer the recent dropout and potential dropout to ES offices before real damage has

(*Continued on page 30*)

William E. Hill is Public Information Officer, Wisconsin State Employment Service.

Teamwork and Planning Pay Off in Twin Cities Emergency

*"They think that we're all good Negroes.
Well, they're wrong . . . the Negroes in
the Twin Cities feel like Negroes everywhere."*

WALTER H. CARLSON

It's cool again in the Twin Cities of Minneapolis and St. Paul . . . the first chill blasts of winter have swept down on Minnesota. But there is another coolness in the air. The capsule taste of the "long, hot summer" last August in Minneapolis' north side Negro ghetto woke many Twin Citians to some problems they had chosen to ignore. If the lessons learned are not forgotten, long hot summers in the future should be more tolerable for everyone.

On the evening of Tuesday, August 2, and continuing into the early hours of the next day, the Twin Cities area experienced its first taste of a ghetto disturbance, along Plymouth Avenue in north Minneapolis. Only the very naive will doubt that the longstanding upper midwest philosophy of "We treat the Negroes right up North" and "It can't happen here" is gone forever. Plymouth Avenue wasn't a Watts, but the conditions that caused Plymouth were similar to the smoldering realities that caused Watts: low income, large families, broken homes, poor education, low employment, high delinquency, poor health, lack of motivation—all mixed with the dreams and goodies blared by modern communications media, rubbing into every waking hour the affluent society that is passing its residents by.

The Twin Cities are fortunate. Things weren't as bad as they might have been, because many people—the Governor, both mayors, leaders of both white and Negro communities, and Employment Security people from the Commissioner down to YOC and local office interviewers on the firing line—had worked long and hard, often behind the scenes and without fanfare. These hard-to-measure efforts certainly helped to temper the demonstrations on Plymouth Avenue. Well-established lines of communication provided for the fast reaction needed in the emergency.

* * *

Five days before the outbreak, the Mayor of Minneapolis had called unemployment of many young Negroes in the city "most disturbing and unsettling." After a tour of the city's north side, he was impressed by the success of programs such as Head Start and other antipoverty projects, but was appalled with the intensification of housing and dislocation problems, and with the number of discouraged young adults who were still unemployed. That same day, the Mayor uttered these prophetic words: "Our problems do not appear to be as serious or as intense as those in other cities, but, of course, it could happen here. It could happen anywhere."

The day before the violence, the Hennepin County Office of Economic Opportunity Director had informed

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Minneapolis Star photo.

Two days after the disturbance, Clarence Benford, Jr., takes applicants for work in a YOC suboffice at Wells Memorial Center in north Minneapolis.

the Minneapolis YOC Supervisor that "trouble was brewing," and asked for help in recruiting 30 of the more restless minority youths for the NYC project with the Minneapolis Park Board. But the pendulum had swung too far, and the next morning, none of the youths showed up at the YOC. That night things popped along Plymouth Avenue. Damage was estimated at $50,000.

The trouble was an aftermath of a north side community outing, when pent-up emotions suddenly ignited and led to considerable window-breaking and looting in an approximate 10-block area. Several cars were stoned, a brick was thrown into a TV news car; and one building, fire-bombed with Molotov cocktails, sustained $20,000 damage.

Early Wednesday, an emergency meeting was called in the Mayor's office with the leaders of north side minority groups, the Governor, the Employment Security Commissioner, the YOC Supervisor, OEO Director, and 12 of the largest employers in Minneapolis. While it was recognized that many interrelated problems were involved, the employers were literally given an ultimatum that jobs were the immediate key. Despite no advance notice of the request, 60 jobs were immediately promised; many additional jobs were assured, as soon as personnel sections could be contacted. It was agreed that the YOC would be the focal point for all job listings, interviews, and referrals.

It was here that groundwork by the YOC staff paid off. Two "outreach" suboffices of the YOC had been established several months before and were already active in job referral, although against fairly heavy resistance. With the sudden interest by all community segements due to the disturbance, the suboffices suddenly had plenty to do.

Although the immediate disturbance had been on Minneapolis' north side, where the YOC suboffice was operating out of Wells Memorial Settlement House, the office also had been operating a second suboffice out of the "listening post," a vacant store front in another population concentration of minority groups which had been an informal gathering place of these residents. An augmented staff of counselors, recruited from both the YOC and the regular Minneapolis local office, went into action. In addition to the two outposts, the central Minneapolis YOC also did a "land-office business" in the emergency.

Outstanding assistance by veteran interviewers in the Minneapolis local office swelled the number of job openings solicited by Friday evening. Of the first surge of jobs received, well over half did not require a high school education. Job offers came from every segment of the community, representing a wholehearted across-the-board willingness to help. Because of hazards involved with machinery, etc., many of the jobs, by State law, required a minimum age of 18. In commenting to the press, the Employment Security Commissioner said, "I have asked employers to look again elsewhere in their plants—for less hazardous jobs that can be handled by those under 18. Theere is a real need for jobs for 16- and 17-year-olds."

More jobs were offered than there were applicants, but the Commissioner asked employers to attempt to hold the vacancies for a "couple of weeks." He said, "Some of these kids are going to be hard to ferret out. They tend to disbelieve. They think this is just another stand-in-line operation. Some may belong to groups in which work is not the thing to do—and they won't 'peel off' from the group until some of their peers get work."

The day after the riot, the Governor and the Mayor spoke at length to a very restless group of 250 Negroes in a 90-minute meeting at small Oak Park, on Minneapolis' north side. Amid taunts and provocative statements, the Governor and the Mayor, assisted by minority leaders, dared the unruly youths to test out their promises by applying for the jobs offered through the YOC.

Everyone concerned agreed that the presence of two young Negro youths—termed by newsmen as "two of the cooler heads" in the group—and others helped the "crisis" pass with no additional violence. One of the young Negro men had previously had some group work experience and almost immediately became one of the recruiters at the YOC suboffice at the Wells Memorial Center.

One fear that many Negro youths held was that the jobs offered would be "piddlers," in the $1.25 an hour bracket. The Governor assured them that the jobs would be at least in the $1.50 to $2 an hour range. (As it turned out, some of the best jobs paid as high as $3.75 an hour.) The Mayor concluded the mass meeting with: "We want you to apply for these jobs; we have given you our word. Now you must give us your support."

Similar Drive in St. Paul

The Mayor of St. Paul spearheaded a similar drive for jobs, with the assistance of the Governor, the ES Commissioner, and the St. Paul YOC Supervisor. They met with the Chamber of Commerce, labor representatives, heads of several large companies, and the North Central Voters which represented minority group interests.

In addition to the immediate urgency of job placement, steps were quickly taken by both Twin Cities YOC offices, under the guidance of the Human Relations Consultant, to intensify their outreach programs, to conduct more intensive job development, and to follow up placements in order to head off individual problems before they developed. Several additional neighborhood workers were hired for followup with persons in their immediate neighborhoods.

Illustrating the national concern in the Twin Cities emergency was a visit from Vice President Hubert H. Humphrey the following Monday.

Considering that the preponderance of cases involved many interrelated problems, the Minneapolis YOC had accomplished much by the end of September: A total of 386 minority youth had been registered; 174 had been placed on jobs (most paid $2 to $2.75 an hour; the highest $3.50). Of the 174 who were placed, 41 returned to school in September, and 30 others returned to the YOC for additional intensive services. Of the remaindeer of the 386 registered, 22 found jobs on their own, 6 are in MDTA courses, 4 are on NYC projects, and 217 are still receiving services. (Of the latter, 114 are in school and interested only in part-time work.)

By far, the greater reaction of the community was favorable to the action taken: that it was necessary under the circumstances to prevent further immediate disturbance; but more important, that compensating efforts were justified, in view of the generations of hardship and discrimination experienced by the individuals concerned and by their families.

Much of the good that came from the incident was based on a healthy "headstart" many months before—by government, community, and business leaders—toward solutions to the numerous interrelated problems. The immediate response of the business community in listing jobs was attributed in large part to the basic conditioning fostered in the Twin Cities metropolitan area in recent months by the local affiliate of the national Plans for Progress organization. This group is made up of 71 forward-looking firms interested in developing jobs for minority workers and, conversely, in motivating minority youth to take advantage of the accelerating number of occupational opportunities open to them.

Coincident with this summer's disturbance has been the organization of the Twin Cities' Opportunities Industrialization Center (OIC), modeled after the Rev. Leon Sullivan's Philadelphia project. The center will actively recruit and train minority group members and others in vocational fields, stressing the self-help principle. It is hoped to have classes operating by late fall. Director of the Twin Cities project is the Rev. Stanley King, a key figure in working out solutions in the Plymouth Avenue disturbance.

The Minnesota State Employment Service is presently developing a comprehensive "coupled" project, under MDTA, involving combined institutional and on-the-job training; it is expected that Plans for Progress will sponsor the project. Several rehabilitation and prevocational agencies, including the Minneapolis Rehabilitation Center, the public schools Work Opportunity Center and the Opportunities Industrialization Center, will probably also be involved in the project.

Other groups also have taken on new enthusiasm in seeking solutions to problems of minority groups. Leaders of all organized Twin Cities minority groups have formed a "coalition" to coordinate common interests, programs, and goals.

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While the Plymouth Avenue incident of August 2 was spawned in many years of discrimination, once again it was proved that "a job" is usually the key to the start of a solution for most persons. In addition to income maintenance, successful job performance almost invariably enhances the success probability of the whole person. Employment Service personnel who have had an active part in the progress resulting from this experience have gained a new pride in their jobs and in what employment security can really mean to people.

In spite of human desire for the fine, the smooth, and the unruffled life, maturity seems to emphasize that the sweetest satisfactions come from crises successfully overcome. But Twin Citians have no illusions; Plymouth Avenue is still there. A drive through that area, or one in south Minneapolis, or in the Selby-Dale neighborhood in St. Paul, will remind us for a long time that problems are still with us.

But the Plymouth affair has convinced many, many more people—some who have become concerned for the first time—that genuine human progress can be born out of strife; that progress, even though it comes slowly, must be pursued swiftly; and that to have had a direct hand in helping seek solutions to this important social problem is a rewarding experience.

Current Employment Service plans in Minnesota recognize (*a*) an overwhelming need to demonstrate continuing progress in employment and related opportunities for all persons, regardless of individual differences; (*b*) a further need for acceleration in developing techniques for counseling and assisting every minority person, including Minnesota's sizable Indian population—and persons from any other group who may be "disadvantaged" for any reason—in becoming motivated toward employment success; and (*c*) the need to provide every individual with the finest comprehensive manpower and human resources program available.

GOVERNMENT-UNIVERSITY TEAM

(*Continued from page 25*)

to be a counselor is not their major task and this is not their major preparation. Not all who give first aid or engage in health vocations are called doctors. Yet the nurse and the laboratory worker are as necessary and as respected as is the physician. Agencies may benefit by hiring counseling and counseling support personnel in an appropriate ratio to each other (perhaps 1 to 5) and universities should undertake preparing such personnel at clearly understood differences in levels of preparation. There is currently a bull market for counselors at all levels.

One illustration of the increasing demand for counselors is in the area of education. This past year has also seen the United States in the first stages of an enormous stride forward in the preparation and employment of counselors for schools and colleges under provisions of the 1964–65 National Defense Education Act amendments, the Elementary and Secondary Education Act, and the Higher Education Act. Likewise, the provisions of the Vocational Education Act of 1963 are now beginning to be felt in force. Counselors at every school stage—elementary, secondary, technical institutes, junior college, college and university, and adult education—are being demanded and prepared.

HIRE SCHOOL COUNSELORS

(*Continued from page 26*)

been done. In short, they greatly help our efforts to improve the lines of communication between the school system and the local employment office.

- The professional approach of school counselors makes a good impression on the public. The Employment Service benefits from a public relations standpoint by being in a position to show the extent of our operations in detail to these professionals who are in an advantageous position to relay their observations and experiences.
- The fact that professional techniques in counseling and interviewing are used by WSES has been relayed to school authorities, and our value as a source of job market information will be utilized more fully in the handling of school dropouts. We are certain more cooperation will result as our role in the transition from school to job is now better understood.
- ES counselors get a clearer idea of high school counseling and the problem situations that arise. The program gave ES counselors the opportunity to see their work in a better perspective and to consult the school counselors in reevaluating and extending the cooperative high school program.
- Participants in the program imparted to our ES counselors a better understanding of the problems of school administrators, counselors, and teachers, which should make our job both easier and more fruitful during the coming year.
- Some fresh, new ideas were born as a result of this association. One, specifically, is the "vocational-occupational reference center" for minority groups.
- They provided us with an objective view of our programs and procedures, and offered constructive criticisms on improving the "image" of WSES.

One manager said, "In connection with the NYC program, it was necessary for our summer counselor to contact major school officials. This resulted in additional benefits to us because she is very enthusiastic about the Employment Service and never ceased to sell our services. Her good overall knowledge of ES functions (she had had CAUSE II training) and her counseling ability made her an excellent representative."

School counselors cited these advantages of working in local employment offices during the summer:

- The use of the DOT, coding, filling out applications, analyzing the applicants will enable me to answer questions I could not answer before. The fact that I know more about the ES office and its personnel certainly will have its rewards in this community because of the personal contacts which can be exchanged.
- I feel that my experiences in job placement and counseling at the YOC gives me a much better background and has provided me with more to bring to my counselees. I am also much more aware of what goes into apprenticeship application and assignment to apprenticeship programs. In our community, this is extremely important, since more of our students are oriented toward this type of work.
- Summer contacts with employers have given me a better picture of the jobs in our area and what employers look for and the kinds of training they expect of our students.
- I have become the WSES expert on our guidance staff, and many students are referred to me by other counselors. In all guidance meetings, I am called on to interpret the many roles of the WSES.
- The opportunity to view youth in a setting other than the school situation has helped me to understand them better and to realize that unfair prejudices can exist if one looks at individuals from only one viewpoint.

Some counselors found their experiences in the WSES of greater value to them professionally than a comparable amount of time spent in formal graduate study.

To sum it up, we in Wisconsin think that the boys and girls—our future citizens—are the ones benefiting most by our summer counselor program. Everybody should try it!

Outreach on Maryland's Eastern Shore . . .

Counselors Are People

BIRDSAL L. BELL

For the past 7 months, the Maryland Department of Employment Security has conducted an experimental outreach project for rural youth in the Eastern Shore area.

Based on the Smaller Communities Program concept of serving rural areas remote from local Employment Service offices, a mobile unit, composed of 10 persons, remains for about 2 weeks in an area. Revisits are scheduled at intervals; followup service is provided on an individual basis. The unit provides counseling, testing, and placement services to rural youth in need of help. A trailer serves as the base of operations. At the present time, the mobile unit has operated the Kent Narrows slums, rural areas of northern Dorchester County, sections of Caroline County, and the Cambridge, Salisbury, and Princess Anne areas.

As of mid-October, the team had referred 365 persons to specific jobs, placed 139 in jobs, enrolled 25 in MDTA job training, and enrolled 8 in the Job Corps. This article describes some of the experiences of the unit.

Our shirt sleeves, grassroots approach to counseling in the Eastern Shore Mobile Service Unit suggests that counselors are people; moreover, they are "people" oriented rather than "place" oriented.

To set the stage, let me describe the area in which we are working. We cover the eight counties on the Delmarva Peninsula, an area of over 3,000 square miles which is known as the Eastern Shore of Maryland. With few exceptions, the economy is based on agriculture, seafood, and food processing activity. High seasonal unemployment and constant underemployment are major problems. Much of the population lives in small villages and rural areas with no transportation to the five county seats in which our local offices are located.

The Mobile Service Unit has, in its own way, seen a little fulfillment of the proverb, "If Mohammed cannot go to the mountain, then the mountain must go to Mohammed." The youth advisers, the interviewers and, yes, even the counselors in the Mobile Service Unit have literally gone to those who need our services.

Of course, it would be nice to be in a local office with that fine desk, and a chair even, along with clean shiny floors, proper heat, and ventilation. But what do you do if you have none of these? You go right

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Birdsal L. Bell is a Counselor, Eastern Shore Mobile Service Unit, Maryland State Employment Service.

CASE HISTORY

Thomas Z. lived in a five-room dwelling shared with nine others. There were no inside toilet facilities, and the drinking water came from a well. His 70-year-old grandfather was the head of the household. Tom's mother worked in Pailadelphia as a maid and very seldom got home to see him. His unmarried sister and her two children lived in the same household with him. He was left to drift on his own. As is so often the case in such circumstances, he was a school dropout from the 9th grade. He got in with a fast crowd and was a member of a group that stole a car. He was not sentenced. Tom realized he was starting out life on the wrong foot and on his own initiative came to see us.

After several sessions with the counselor, Thomas expressed an interest in the Job Corps. He appeared to be a good candidate who might benefit from a change of environment as well as from training opportunities. He was screened and selected for the Job Corps Center at Camp Kilmer, N.J.

The followup on this case can best be expressed by quoting Tom's own reaction as written in an unsolicited letter to us.

"To start in and say that this place is wonderful wouldn't be saying enough. Since I've been here I've been to the Ed Sullivan Show and ball games in New York, but it isn't all good times. There is a lot of testing involved, but it really isn't anything to it if you go about it in the right attitude, and there are a lot of other things to do when you arrive here at Kilmer, such as getting clothing, dental appointments, etc. I'll be starting in my classes next Tuesday and for the average student it takes about 14 months, but that isn't such an awful long time. A fellow couldn't really ask for a thing that this center hasn't got. Since I've been here I've met fellows from all the major cities: Baltimore, New York, Denver, San Francisco, Boston, Providence, and Washington, D.C. No matter where you are from, what color your skin is, makes no difference here. Everyone explains that when you arrive, and I think if the world would follow Kilmer as an example it would definitely be a better place to live. I'm sorry I couldn't tell you more about Kilmer in this letter, but I have to take charge of a group meeting and I wouldn't want to be late."

He writes in another letter: "I wish you a barrel of success in the program that this staff and you are making so much progress with."

One can imagine how the staff member felt when he received such correspondence!

ahead; you interview, test, refer to jobs and training, and even *counsel.* In fact, you perform all the functions of that nice, well-equipped local office.

One might say that it cannot be done. The Mobile Service Unit will have to disagree. Just keep in mind that counselors are people—people who can and must be able to adjust to varying circumstances and surroundings.

In the following paragraphs, we want you to catch at least a birdseye view of some of the places where our group has worked. We also want to share with you a little of what has been accomplished.

We started operations in the Kent Narrows area, a truly depressed settlement of tarpaper shacks with dirt floors. Clam shucking is the main occupation of those in this immediate area. We worked in a union hall, or refreshment stand, with large wooden windows which lift up to leave big gaping holes in the walls. Our lighting system consisted of one light bulb hung from the ceiling. Our heating system for this 12- x 14-foot building was an oil stove that worked only when one of the staff filled the carburetor with oil every 10 minutes. Crude benches with matching tables were the extent of our furniture. There were no sanitary facilities. A separate room for counseling? Not on your life! All the services of an Employment Service office were performed here in this one room, and this included the counseling.

I seem to hear someone say, "You mean to tell me that you were able to accomplish anything worthwhile in a situation such as you just described?" Yes we did! As a result of the Mobile Service Unit being in a place like this, people were placed on jobs, enrolled in MDTA courses, enrolled in the Job Corps, and referred to other agencies for assistance. One of those who is now in the Job Corps lived, along with nine others, in a house that measured approximately 10 by 20 feet. Their source of water was a pump that also served at least 50 other people. For toilet facilities it was necessary to go to the oyster house.

For a 16-year-old girl with one child out of wedlock and only a seventh grade education, the future did not look too bright. Her sights have now been raised with aspirations toward either that of a nurse aide or beautician. Job Corps is the first step toward the realization of that goal.

In another area, we used the hall of a small, wooden country church. Here the counseling was done in a small room in the back, equipped with rickety tables and chairs. Even though there was a real need for it, there was no heat. Those in the other part of the building were a little more fortunate in that they had heat, at least part of the time, from a coal stove. Our employer contact man was the one who tried to keep it going, but you cannot stay around and nurse a coal stove and contact employers miles away at the same time. Able to do anything here? Yes! Among other things, people who were previously able to find only seasonal work were placed on permanent jobs.

Some were relocated. One boy had a strong interest, confirmed by GENERAL APTITUDE TEST BATTERY scores, in learning drafting. How-

DEPARTMENT OF
EMPLOYMENT SECURITY
MARYLAND STATE
EMPLOYMENT SERVICE
MOBILE
SERVICE
UNIT
5804 GD

Photo courtesy Baltimore EVENING SUN.

Wayne Morse, Youth Adviser, Maryland Eastern Shore Mobile Services Unit, greets two young applicants at the Unit's trailer near Princess Anne, Md.

ever, he lacked a high-school diploma. No adult education facilities were available in his community, but the counselor persisted until a school was located in nearby Delaware. Our applicant took a "brush-up" course in high school subjects and obtained a high school equivalence certificate. His qualifications were discussed with the staff of the Baltimore Professional Office; an interviewer not only developed a job but also helped him find a place to live.

In still another area, we found that there was no place to set up our unit either in the downtown area or in the neighborhood in which the poorer residents lived. Yet there were people walking by and congregating on the sidewalks in this area. This dilemma was resolved by placing a 6-foot folding table and several folding chairs in the back of our station wagon and driving through the streets. When we found a likely spot, we parked the wagon, unloaded the tables and chairs and set them up under the nearest shade tree. The youth adviser set out on foot to do "outreach"; interested persons were directed to the counselor at his curbside location.

We now have a trailer with built-in desks, a tile floor, a stove that works, and an air-conditioning unit that works if we can find an electrical outlet, but our staff does not stay there to wait for the people who are in need of our services to come to us. We use our station wagons and go out to the highways and byways where they are.

At times, we will find that person who needs our service in his or her home. The hair might be up in curlers, the attire might be a housecoat, the children might be underfoot, but it is really surprising the rapport that can be established when you are in surroundings that are familiar to the one being counseled.

Counseling in a station wagon—doing paperwork that requires an original and four carbons with the writing being done on a portable typewriter resting on your legs—is all a part of the job.

The Mobile Service Unit works on the principle that there are people in the outlying areas who are not being reached by conventional employment services. We have been going to them, working under what many people would call adverse circumstances, but still getting a job done.

Jobs Now—Chicago Project for 3,000 Youths

BRUCE COLE

From an address to the Interstate Conference of Employment Security Agencies in Gatlinburg, Tenn., in September 1966.

After 10 years of working with the so-called "hard-core" youth, what can we say about him?

He has dropped out of school somewhere between the 8th and 11th grades; he has often been promoted grade by grade for purely social and age group reasons; his reading and arithmetic achievement level is usually between the fourth and the fifth grade. Cognitive learning has been a deep failure experience and he shows deep and open hostility to formal education. While State laws required him to stay in school until his 16th or 17th birthday, he dropped out psychologically back in the first or second grade when he found that his preschool preparation was so inadequate that he was already 2 years behind his classmates.

He comes from a home that lacks not only the amenities but often the necessities. His father has either left home, is unknown to him, or is an ineffectual subordinate member of the family. If he is lucky, he has identified with a strong male image in a street worker or agency worker; more likely, his pattern is the successful hustler, policy man, or pimp. The dominant person in his home is usually a mother or grandmother, harassed, overworked, and often resentful, from her own experience, of males in general—a resentment which may spill over on her young adult son or grandson, in particular.

With his gang he feels like a king of his neighborhood, but he usually fears to venture out of the territory near his home. He has been in difficulty with the law and has some form of arrest or court record. If known at all by the organized structures of society, it is likely to be by street workers, police, and probation or parole officers.

Despite his surface bravado, he has a deep sense of personal inferiority and a high expectation of failure. He is frightened in new situations, especially outside of his normal environment. He may have "blown" a job or two, or he may have systematically avoided frustrating situations such as getting a job. He is suspicious, expecting promises to be broken. He is peer-oriented and likely to "clam up" with adults. He tends to act out his frustrations and sense of failure in aggressive violence.

Yet the most recently published study of Chicago groups [1] documents clearly that he is ambivalent; that, in fact, he prefers legitimate patterns and goals. His gang is actually less valued by him than is the middle-class high schooler's clique. He knows that gang life is temporary; by his late teens he has learned that he can get killed or jailed in gang-bangs; he sees hustling as a limited future; he feels the pressure of younger tough gang members eager to take his place of leadership. He realizes,

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[1] James F. Short, Jr. and Fred L. Strodtbeck, *Group Process and Gang Delinquency*, The University of Chicago Press, Chicago, 1965, pp. 47–76.

however dimly, that only the dirty, dangerous, ill-paying criminal jobs are open to him and that profitable illicit activity is now syndicated, white, pseudorespectable, and suburban. Why, then, with jobs going begging and with a wide variety of training programs open to him, does the hard-core gang-banger not take advantage of these opportunities?

First, he lacks the qualifications for most entry jobs. His probable police record and his lack of a high school diploma eliminate him; his low academic ability make it difficult for him to reveal his true potential through aptitude tests. He has little orientation to the disciplines of a work situation.

Second, he has little interest in securing a low-pay, dead-end job. He wants work with a decent pay check now, and the chance to advance in the future. Otherwise, he'll prefer the freedom of the street "hustle."

Third, he has very low tolerance for delays. Lengthly employment interviews, repeated visits, the strain of job applications exhaust his limited fund of patience long before a job materializes.

Fourth, if he has status on the street with his gang, he is loath to risk that status in a training program by revealing his academic weaknesses and by being outread or outfigured by fellow gang members he can lick on the street.

Jobs Now

Under the impetus of a visit from Frank Cassell of the Department of Labor and Roger Wilkins of the Department of Justice, public and private agencies of Chicago concerned with the problem of recruiting, training, and placing in employment hard-core disadvantaged have developed a cooperative project, JOBS NOW, which will place 3,000 hard-core young men and women directly in productive employment. The project is designed to provide a more unified approach to job development for the disadvantaged through a centralized job order system and a common approach to employers, to open private employment opportunities to graduates of the Neighborhood Youth Corps, the Job Corps, and other training programs, and to provide supportive services within the plant and/or after work.

Thirty-four Chicago agencies are involved. They range from public agencies like our local Community Action Program (CAP), the police department, public aid, probation officers, and the Division of Vocational Rehabilitation, to civil rights groups like Dr. Martin Luther King's Southern Christian Leadership Conference and the Urban League. They include grassroots community organizations like Paul Alinsky's greatest success story, The Woodlawn Organization. Both the Chicago Association of Commerce and Industry and the AFL–CIO are on board. The Tri-Faith Employment Project and private agencies, like the Federation of Settlements, Hull House, the Boys Clubs, Youth Centers, and the YMCA and YWCA are included.

Chicago is looking to its JOBS NOW project for possible solutions to the problem of large numbers of unemployed, disadvantaged youth in its streets. Private firms will be asked to aid the experiment by accepting youth from the JOBS NOW project, after brief orientation, in the hope that, with supplementary services provided to the youth through the project, many of them will become productive employees. Preliminary experiments with hard-core placements indicate that of each 10, after 6 months, 4 will be working, 2 will be drafted, 1 will go back to school, and 3 will have failed. Whether this ratio will continue on a larger scale is one of the tests of the project. Further services will be provided to those who fail initially to help them toward another start.

JOBS NOW administrative offices and orientation center will be shared with staff of the Illinois State Employment Service. The ISES is developing the reception team, a recordkeeping system for rapid referral and followup of clients, program analysis and evaluation, and a central job order system through which clients will be assigned for jobs.

Funded by the Office of Manpower Policy, Evaluation, and Research and the Employment Service through the YMCA, the project is under the sponsorship of the YMCA's advisory board, whose 50 members represent a major cross section of the top business and industrial leadership of the city.

The JOBS NOW project is staffed by the Illinois State Employment Service and former members of the JOBS[2] staff (a cooperative project of the Boys Clubs, Youth Centers, and "Y" that has, in the last 3 years, trained about 5,100 of the disadvantaged). The strength and experience of the staff is impressive. It was a beautiful thing to watch the two groups "mesh" during the staff training. It took about 1 day for them to shift from talking about "you people" to talking about "us." It was particularly exciting to watch them plan together the creation of a friendly and informal reception center and to hear them struggle toward the least inhuman way to reduce a man to a statistic. The Bureau of Employment Security is also assigning four staff full time to the project to handle payment of training allowances. The police department is training three of our staff to use their files, so we need not "bug" our clients about police records but can check arrest files ourselves to see what material, if any, need be shared with employers. Public aid is assigning one liaison case worker.

Recruiting quotas are carefully assigned to those agencies best acquainted with street youth. The recruiting agency is responsible not only for bringing youth to the reception center, but for making sure that they attend during the 2 weeks of orientation. A brief "screen-in-not-out" testing period on the initital visit of the client is followed by his first orien-

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[2] *See "JOBS for Youth,"* Employment Service Review, *November 1965, p. 30.*

(*Continued on page 49*)

Goals of the 3-Year-Old USES Program to Rehabilitate Youths Who Fail Selective Service Tests

Opening the Door for Draf

Led by an Army sergeant, Jerry and 20 other young men an
door and into another barn-like room. The sergeant halted
in front of an almost bare wooden desk, on whose near corner

"That's all for now, sir," snapped the sergeant.

"Thanks." The counselor scanned the 21 youths as the
inform you that the scores on the tests you took today mean
the Armed Forces—at least not for the present."

A sigh of relief went up from some of the group. One y
wall, sank slowly to a sitting position on the floor—his back
sagged; a look of disbelief mingled with shock spread across his le

"I have been asked to tell you this," the counselor was sa
Service, which I represent, is interested in you, and in what you

Unlike some of the others, Jerry had wanted to be dra
teach him a skill. Instead, he had reached another dead end in
med in his face.

"I want to talk mainly to those of you who are *not* worki
working, but are interested in a better job or in training, are

Jerry heard "job" and his mind stood at attention. Only
from his job as an elevator operator, when his pay had bee
Although he had finished high school, he had no salable skill.

"The Youth Opportunity Center in Baltimore can either
trade, or can offer you training for a job . . .," the counselo
hearing more, or want to talk over your own situation, I'll be
Street for the rest of the week, and I can make an appointm

Harry Kranz is Assistant Administrator for Manpower Operatio

The scene described in the center box is repeated 5 days a week, all year, at 73 Armed Forces Examining and Entrance Stations (AFEES) in this country. Outstationed counselors from YOC's and local Employment Service offices briefly interview young men who have been rejected for failure to pass the two Armed Forces "mental" tests, the Armed Forces Qualification Test (AFQT), and the Army Qualification Battery, and offer services to them, especially those who are unemployed or underemployed. Of the 647,000 men rejected for educational deficiencies since the Labor Department program began in February 1964, more than 175,000 had been interviewed by an ES counselor by September 30, 1966.

Following the counselor's talk, five young men including Jerry gave their names and made appointments. At the YOC next day, Jerry was apprehensive and hostile. The Counselor, probing slowly, learned that he was not only unemployed but had been arrested once for disturbing the peace.

The counselor mentioned training opportunities, but Jerry was not interested. He badly needed money which only full-time employment could bring. He was referred to a drug firm as a stock clerk. A few hours later he was back, crestfallen. The personnel manager had called Jerry's old boss and had learned of his arrest record, which Jerry hadn't put on his application. Jerry wasn't hired.

The counselor sent Jerry right out again, this time to a dry cleaning establishment. He warned Jerry that the owner was not sure he needed anyone immediately, but would consider a young man who impressed him. Jerry decided to give it a try. A few hours later the counselor received an exultant phone call. Jerry had been hired. A few months later, the employer paid for Jerry's training in a dry cleaning executive development school. Jerry telephoned the counselor and told him how happy he was. He said, repeatedly, that he would never have gotten his chance if the counselor hadn't talked to him that day at the Fort.

Nearly 43,000 of the 175,000 interviewed by the ES counselors from February 1964 to September 30, 1966, have received tangible help in finding jobs, training, or other assistance. But the tempo of the program has been increasing recently.

During the last fiscal year, nearly 80,000 young men like Jerry were interviewed by ES counselors in AFEES, YOC's, or local offices. Of those interviewed, 33,586 were fully employed, 5,883 were underemployed, and 36,510 were unemployed and actively seeking work. The remainder were not in the labor force—usually still in school. Of the 42,453 under- or unemployed young men seen, 16,769, or 39.5 percent, were given at least one counseling interview, and 9,535, or 22.4 percent, were placed on jobs. In addition, 8,097, or 19 percent, were referred to training (2,446 to MDTA alone), making a grand total of 17,632, or 41.4 percent, who received training or placement assistance. In addition, 1,820 young men (another 4.3 percent) were given referrals to other assistance, such as welfare and public health.

Since February 1964, the Employment Service has been

Draft Rejectees

HARRY KRANZ

men ambled through the heavy iron sliding
t halted abruptly at the end of the barracks
ar corner half-sat the counselor.

hs as the sergeant left. "Gentlemen, I must
lay mean that you will not be inducted into

. One youth, leaning against the paperboard
his back still touching the wall. Jerry's jaw
ross his lean face.
or was saying, "because the State Employment
what you plan to do with your future."
to be drafted. He thought the Army could
ad end in the barracks; another door had slam-

not working full time. Those of you who *are*
ing, are welcome to listen in, too."
n. Only a few days ago, Jerry had been fired
had been attached by a small loan agency.
skill.
an either help you find a job, if you have a
counselor went on. "If you're interested in
n, I'll be in my office in the YOC on Charles
appointment for you right now."

making a special effort to reach and aid Selective Service rejectees. On January 1 of that year, Secretary of Labor W. Willard Wirtz, as Chairman of the President's Task Force on Manpower Conservation (a cabinet-level group commissioned by President Kennedy to study the problem of draft rejectees, transmitted to President Johnson "One-Third of a Nation," the report of a study of 2,500 young men found unfit for military service. The Task Force recommended that all young men be examined as soon as possible after registration at age 18, so that those who fail may be identified at the earliest possible time, and that a comprehensive program of medical and vocational assistance be developed to rehabilitate those who failed the medical or "mental" tests.

The report underlined the urgency of these programs by describing the characteristics—still typical today—of the young men affected. For example, four out of five rejectees dropped out of school before graduation, and one in four was a grade-school dropout. Four times as many rejectees were unemployed as were all young men in the same age group. About three-quarters of those who were working were employed in unskilled, semiskilled, or service jobs. Among nonwhite rejectees, not only was unemployment even higher, but the average earnings of those working were one-third below those of white rejectees.

In response to the committee's recommendations, President Johnson announced a program of health and employment services for rejectees on January 24, 1964. The Department of Labor's Bureau of Employment Security was given the task of developing and launching a program to help the educational rejectees—those who flunked the AFQT. (HEW was given responsibility for the health rejectees.) Response from the State Employment Services to the BES guidelines was quick; by February 29, 36 States reported Employment Service programs for rehabilitants, and by March 31, all States were participating.

The first recommendation from "One-Third of a Nation" was put into program form in January 1965, when the Selective Service System began calling up 18 year olds for examination at the AFEES. This was discontinued in July 1966 (when the average draft age became 18 years, 11 months) to avoid examining the same youth twice within a year.

Initially, the Employment Service program relied on a special letter from his local draft board urging the young man to visit the nearest local ES office after he had been turned down for service. Less than one out of five rejectees receiving the letter actually showed up at a local office. As a result, pilot projects were initiated in six cities, in which ES counselors were outstationed at the examining stations. Counselors participating in the pilot studies addressed rejectees in groups, after which they interviewed individuals who responded to the offer of help.

Counselors at the AFEES in the pilot programs were soon interviewing approximately twice the number of rejectees as had come into local offices in response to the letter. A BES Task Force appointed to study the pro-

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Operations, Bureau of Employment Security.

gram emphasized this fact, and also indicated that the letter of invitation was beyond the comprehension of most rejectees. In January 1965, it was decided to shift to AFEES interviews by ES counselors and abandon the letter solicitation of rehabilitants.

The first 2 months of 1965 were pivotal for the rehabilitant program. The AFEES were rapidly being manned by ES counselors, greatly increasing the number of rehabilitants reached by the program. In addition, Youth Opportunity Centers—which had been created partly to meet the needs of Selective Service rejectees—began to open in several States. New training slots became available as the ES began to recruit for the Job Corps and Neighborhood Youth Corps, and MDTA was expanded. By June 1965, Employment Service counselors had been outstationed at all 73 AFEES, the Employment Service had a more complete arsenal of training services, and greater remedial and job placement facilities for youth were available than ever before. Moreover, 1,000 newly trained CAUSE I counselor aides and Youth Advisers had just been hired by State ES agencies for work in YOC's after training which included the rejectee program.

Imaginative Approach

ES counselors working on the program have shown a great deal of imagination and enthusiasm. In Memphis, Tenn., for example, the YOC rehabiltant interviewer has developed a triple-barreled outreach program. If a rejectee leaves the examining station without being seen individually, the interviewer sends a letter outlining the services available. If he receives no response, he visits the rejectee at home and interviews him. If the rejectee then expresses interest but lacks transportation, the interviewer drives him to his appointment with the counselor.

In Newark, N.J., the AFEES is located adjacent to the YOC. A door has been cut through the adjoining wall, and young men who are interested are referred right through the door to the YOC, where services begin immediately. In this case, the referral program is literally an open door to a brighter future for the rejectee.

Secretary of Labor Wirtz has described the Selective Service examination as one of a series of "screens" across society which enables government to identify those who need special services in order to become fully participating members of society. (Another such "screen" is our court and prison system.) Planners, looking at the Selective Service examinations from this point of view, have discovered several gaps in coverage and in program. For example, the examinations are not given to girls, and there is no concurrent screening process for them. In addition, many young men are rejected by their local Selective Service Boards, and are never tested at the AFEES. Those young men who volunteer for military service and are turned down at enlistment offices are also not seen.

Efforts are now underway to improve the scope and quality of the Selective Service program. In six cities, volunteers who fail the "mental" tests are interviewed individually and offered a wide range of remedial services, including basic education in verbal and mathematical areas. The Department of Defense has agreed to allow the retesting of graduates of these experimental "volunteer" projects without the usual 1-year waiting period.

The Employment Service has requested lists of names and addresses of those young men rejected at local Selective Service Boards, and has guaranteed the confidentiality of these lists. ES counselors could then reach out to those who don't come to the ES after draft board rejection.

All three types of rejectees—volunteers, draft rejectees from the AFEES, and draft rejectees from local boards—will therefore soon be served.

Help for Young Women

It is possible that all young women, as well as all young men, can be helped by the creation of still another "screen," perhaps through a testing of high school dropouts and graduates, and a subsequent offer of help to those who appear to need it.

Improvement in the quality of service offered to rejectees is the next goal. An extensive BES Task Force survey of the program has been launched. One of the major commissions given to the members of that Task Force is to find ways of improving still further services to rejectees.

Defense Department Plan

A plan concerning rejectees which has received a great deal of publicity is the Defense Department's proposal to augment its manpower by 40,000 men this fiscal year, and by 100,000 men in the next year. Actually, all of this augmentation will not come from inductees who would formerly have been rejected.

From a manpower viewpoint, there are two major drawbacks to the Defense Department's plan. First, only the "cream of the crop" of rejectees will be taken, leaving those who are most seriously disadvantaged still in need of help. Second, no special training will be offered the new inductees. They will not be differentiated at all, except that they will not be used in military occupations requiring a high verbal or mathematic ability.

The future of manpower policy lies in the identification of those who need help, and the provisions of high-quality counseling, testing, placement, training, and other remedial services to them. In the Selective Service examinations, the Employment Service has been provided a perfect tool for reaching out to a group of young men with the lowest skill level, the poorest educational record, one of the highest unemployment levels, and the poorest job outlook of any easily identifiable group in our society. The responsibility for making the best possible use of this resource belongs primarily to those Employment Service people who are involved in the Selective Service Rehabilitant Program. So far, they have used it well, but many doors remain to be opened for our rejected youth.

Counseling in Denver's

Project New Start

ROBERT H. HUGHES
and JAMES M. SCHATZ

For the past year Denver's Youth Opportunity Center has hosted an experimental demonstration project funded by the Office of Juvenile Delinquency and Youth Development (Department of Health, Education, and Welfare). This project is attempting to develop techniques to increase the "employability" of deprived, dropout, and delinquent youth (including "predelinquent"). These young people are a part of the applicant group which is to receive special and intensive services from YOC staffs.

Very few agencies have had the complete resources to deal with each of these individuals successfully. Schools, correctional agencies, religious and civic organizations, and parents have had difficulty in developing programs which are meaningful and effective. This project is an attempt to develop a meaningful and effective program for these youth which will be practical and possible within the context of YOC operations.

The program which has evolved includes socialization training, acculturation experiences, remedial education, prevocational training, and group counseling. A group of 15 youth is enrolled each 6 weeks, and paid a stipend during that time of $1.25 per hour for 30 hours per week. To be enrolled, a youth must be anywhere from 17 through 21 years of age, a high school dropout, economically deprived, in need of vocational training, and delinquent or predelinquent. About half of the referrals to the project (of approximately 200 referrals, 86 boys have been accepted) have been selected by employment counselors from among regular YOC applicants. We have tended to select boys who seem to be most in need of help, with the intention of placing them, at the end of their 6 to 8 weeks in the project, in one of the following: vocational training, through MDTA or OJT; on the job; in the Neighborhood Youth Corps; or in continued education in special school programs.

We are endeavoring to help the angry, dispossessed, uninvolved youth "of the streets" to start getting involved in the basic institutional structures of our society. Counseling is by far the most important element of our program, for without our counseling approach, the other elements of the program would not work. The emotions of these boys—fear, anger, hatred, mistrust, etc.—create their problems. It is only through counseling that one is able to work with these feelings and help the boys begin to believe in themselves.

Our techniques were learned through the operation of the project, have worked, and have been integrated to a large extent into "regular" YOC operations.

Robert H. Hughes is Director, Project "New Start," Denver Youth Opportunity Center. James M. Schatz is an Employment Counselor in the Youth Opportunity Center assigned full time to the project.

Boys in this project—representative of the hard-to-reach, hard-to-place youth—seem to have two distinctive liabilities which make them virtually unemployable when first brought into contact with the Youth Opportunity Center. Probably the chief liability of each boy is a general feeling about himself as being incompetent, unable, and alone. The second liability is a lack of personal or vicarious experiences in the "world of work" specifically, and the "world outside the ghetto" in general.

With the boys in our project, these factors have been more important in keeping them unemployed than the lack of objective credentials which are so often used to explain youthful unemployment, i.e., high school diploma, vocational training, no police record, being bondable, etc. It is these factors which have prevented their obtaining the credentials in the first instance, and which must be successfully dealt with by employment counselors first, if real services are to be rendered to disadvantaged youth. For this reason, counseling—especially group counseling—is an imperative for YOC programs aimed at helping disadvantaged youth.

Need for Group Counseling

The liability of a self-concept of being unable to compete in the wider society is the focus of much of our group counseling. The counseling approach, or our version of the "therapeutic relationship," is predominant in all phases of our project. The group leader is interested in conveying a sense of acceptance and understanding toward the behavior of the boys, regardless of what the behavior is or where it occurs. We do not approach an element of our program, for instance prevocational training, from a didactic frame of reference so much as from the counseling frame of reference. We are attempting to deal with the feelings which these boys have about work, their lack of work experience, and consequently their feelings of uneasiness about becoming workers, rather than with the formal content of most traditional prevocational training programs. We emphasize the former because of what we have learned (both from project experiences and formal training) about the self-concepts which these boys have, and the direct relationship between the self-concept and behavior.

How do these boys feel about themselves? Probably the best single word to describe their self-feelings would be "confused." They find themselves doing things that they know are wrong or "stupid" which eventually get them into trouble they can't handle, and which deny them the very things they want most. They ultimately are alone, and trust no one, including themselves. They are locked in a peer group in which they can find some sense of status and acceptance, but the peer group can find no acceptance or status for itself. They have responded to failure and rejection in society by denying the importance of success, because they deeply believe that they will always fail anyway. Most, if not all, of these boys have at one time or another made sporadic efforts to change themselves, but to no avail.

Authority figures have traditionally tried to change them by pointing out clearly and precisely how bad they are, relying on guilt to effect a change. This adds to the confusing cycle, for there is no way out of this situation; if one really believes he is bad, he will certainly continue to act in a manner consistent with this belief and not automatically change because he would like to. It is not as some would have us believe, that these boys do not feel guilty. However, there are many ways of handling guilt, one of which is to change (if this is perceived as possible). Another is to try to prevent others from knowing about it, or "pretending" that one doesn't care what others think, or showing them that they aren't so good either, etc. We have come to believe that these boys would like to change, but cannot do so alone. The help they need and are seeking can best be provided by group counseling, done by both professional and subprofessional counselors.

The self-concept described above has its roots in failure experiences that are persistent throughout the life of the boy prior to his contact with the YOC. The basic institutional structures of our society have failed to provide these youth with a meaningful position within them. The school has "pushed" them out, the church seems to be meaningless to them, the family is a constant source of anxiety and turmoil, and recreational or leisure-time pursuits are generally too competitive or expensive for their participation. These boys believe that a job is the way out. If they could only find a good one, they could prove to their critics and to themselves that they were adequate persons. However, the job situation provides as many threatening stimuli as it does satisfying ones. For these boys, then, there is a real desire to work, coupled with the necessity to avoid threatening situations (so they can keep their "cool" and not be found out) and a belief that (1) they can't get a good job, and (2) if they get a good job, they will "mess it up" anyway.

Counseling Techniques

Our counseling techniques are based on our belief in the foregoing ideas, and seem to be effective with all but a few boys, who, we feel, need more intensive and prolonged therapy. The techniques and principles underlying our counseling approach are as follows:

1. Boys *react* to the counselor. This means that the counselor can "control" the group by the way he acts. We attempt to have the counselor act toward these boys in the following ways:

(*a*) The counselor shows respect for the boys by trusting them, and accepting their behavior and comments.

(*b*) He treats each boy (and each group of boys) as if they had never been in trouble. He respects their judgments about what they need, what they wish to become, etc.

(*c*) The counselor seeks to respond to positive comments by the boys, and ignore or minimize self-destructive or other derogative remarks or actions emanating from within the group.

Status as of October 1, 1966	*Number of boys*
Total	86
Placed in jobs:	
$1.50 to $2.40 per hour	31
$1.25 or less per hour	1
Referred to public school education	11
Vocational training:	
MDTA	6
OJT	3
College	4
Neighborhood Youth Corps	2
Vocational Rehabilitation Administration	1
Unemployed	4
Incarcerated	10
Job Corps (waiting placement)	2
Still in project	4
Moved out of area	5
Unknown	2

(*d*) The counselor attempts to help the group help each of its members to deal honestly with problems that beset them.

2. Boys who are treated as if they were dishonest, untrustworthy, and tough will respond with this sort of behavior. Boys who are treated as decent, respectable persons will respond with this behavior. (For example, we have had no fights among project boys, even though some have been competing for the same girl, many come from informal gangs which have fought in the past, etc.)

3. Don't "bug" someone until you know what is "bugging" him. The counselors are oriented toward understanding that there are reasons for misbehavior, and that the best way to handle this behavior is to talk to the boys about why. This conveys most quickly to the boys that the group leader is there to help them, not to "put them down."

4. Verbalization of problems is not enough. Discussions must be relevant to experiences, and opportunities for involvement in the society must be made real to the boys. Almost anything that happens can be used as subject matter for group discussions or group counseling sessions.

5. No amount of talking can be as effective as the ability to listen. We have experienced no difficulty in communicating *with* these boys, primarily because we have not attempted to communicate *to* them. A most important fact is that these boys want and need someone to listen to them, to understand them, to hear "their side of the story." When they have gained an audience for their perception of their situation, they are relieved of some defensiveness and feel more comfortable. It is under such conditions that one changes his perceptions—of himself and others. Being talked to, or lectured, generally has the reverse effect—it threatens a person, puts him on the defensive, and makes change impossible.

6. The boys know right from wrong. They want to do "right," but often do "wrong." Making rules for them to obey is generally a futile exercise in stating the obvious.

7. The group leader or counselor must be given freedom to set limits within which he is comfortable. He must set these limits because they are meaningful to him and can be explained and defended to the group members on a rational basis. Arbitrary use of authority is ineffective and creates many more problems than it solves.

During the project, the brunt of counseling activities has been borne by "subprofessional" counselors, whom we call group leaders. Group leaders have been selected from several sources (unemployment insurance recipients, college undergraduates, parolees, referral from minority group spokesman). All have some characteristics in common—firsthand personal experience with poverty, an ability to accept and care about boys who initially do not accept or care about them, and a desire to help boys as they feel they have been helped.

The group leaders are directly supervised by a professional counselor (in this instance, a YOC employment counselor) whose duties include (1) helping the group leaders obtain insight into the boys in their groups, (2) planning tours, speakers, films, and other activities, (3) explaining the program to other YOC personnel, (4) group counseling with the boys in areas where group leaders do not feel competent, and (5) providing the resources and support which make it possible for the group leaders to function. It is the professional counselor's job to help the group leader assume those tasks with which the group leader needs help, be aware of the needs of the boys and the group leaders, and create experiences which provide success for both.

The primary function of the subprofessional is to work with groups of boys in conducting group discussions, to supervise tours and basic education, and to follow up the boys' activities in the community.

We have found that there is great diversity in approach to the boys among the group leaders. Each group leader is encouraged to run his group in the way which is most comfortable for him. For this reason, very little formal training is given the subprofessional counselor. Each counselor has had experiences which parallel those of the boys' to some degree. Also, each group leader has a real desire to work with youth. Most important of all, each group leader has the ability to react to each youth with a high degree of respect and warmth, no matter how severe the youth's problems. Inservice training is chiefly to provide support to the counselors, and an opportunity for them to obtain perspective on the problems of youth and the relative

(*Continued on page 64*)

ISSUES in Testing the Disadvantaged

PHOEBE NICHOLAS

In writing about issues in testing the disadvantaged, my purpose is to formulate questions for your thoughtful consideration, questions we encounter in our work. Although our responsibilities and functions vary, our goal is the same: To serve the public as fairly, as skillfully, and as constructively as we can. The issues are not new, but we are becoming increasingly aware of them as our activities expand to include a more heterogeneous group of individuals to be served and more varied ways of attempting to meet their needs.

The philosophy expressed in the preamble to the Code of Ethics for Employment Service Counselors is applicable to us all in our various service responsibilities. Two statements are particularly relevant to the testing issues I would like to outline:

"Each individual has the ability to grow, to change, and to make intelligent decisions."

"The counselor must be continually cognizant of the inherent dignity and worth of each individual."

Through the counseling process and related activities and services, as needed, we try to help the individual understand himself and his environment more clearly, in order for him to make decisions and take action which will lead to increasing self-development as a productive member of society. It is a cooperative endeavor, a shared experience, to which we must bring the best of our knowledge and in which we must use the most effective techniques and instruments that are available.

An informed and appropriate use of psychological tests is part of the counselor's repertoire. However, problems arise and difficulties are encountered in the use and the interpretation of tests in situations where variables that are not being tested are particularly likely to affect test results; for example, in testing individuals who are illiterate, poverty-striken, inhabitants of isolated rural areas, physically, mentally, or emotionally handicapped, aged, or socially alienated. (These examples are not, of course, mutually exclusive, nor are the categories internally homogeneous.

Although, in a general sense, the term "disadvantaged" may be applied to individuals in any of these categories, the focus in this article is on problems in the use of tests with persons who are disadvantaged socioeconomically and educationally and whose backgrounds or current situations are markedly dissimilar from those of the persons on whom the tests were standardized. While many minority group members will be found in this group, many who are not minority group members will also be found here. The discussion is concerned mainly with the use of ability or aptitude tests in counseling, and the intent is to consider broad, general problems in testing the disadvantaged.

Classification can lead to oversimplification, and we should keep in mind that the counselor's responsibility is how best to assist a specific individual in a particular situation. The use of tests as part of the appraisal process in counseling is optional, not mandatory. The decision as to whether to use tests should be based on the professional judgment of the counselor and the needs and wishes of the counselee.

In helping a disadvantaged person

(*Continued on page 44*)

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GUIDELINES on Employment Testing Procedures*

Title VII of the Civil Rights Act of 1964 provides that an employer may give and act upon the results of "any professionally developed ability test provided that such test . . . is not intended or used to discriminate because of race. . . ." The Equal Employment Opportunity Commission interprets "professionally developed ability test" to mean "a test which fairly measures the knowledge or skills required by the particular job or class of jobs which the applicant seeks, or which fairly affords the employer a chance to measure the applicant's ability to perform a particular job or class of jobs."

In order to meet requests of employers for guidance in establishing sound testing procedures, the Commission issued on August 24, 1966, GUIDELINES ON EMPLOYMENT TESTING PROCEDURES. This document presents the general guidelines of the Commission as well as the recommendations of an *ad hoc* panel on testing which were the basis for the guidelines.

The guidelines advocated by the Commission are:

I. Use of a *total personnel assessment system* that is nondiscriminatory within the spirit of the law and places special emphasis on:

(*a*) *Careful job analysis to define skill requirements.*—Job descriptions should be examined and the essential requirements of the job determined before tests are selected. Job requirements often are stated in generalized terms such as "high school graduate," or "potential to advance to higher level." Such requirements may not necessarily be related to performance of a specific job in a given work setting.

(*b*) *Special efforts in recruiting minorities.*—The Commission encourages employers to seek out minority group applicants, to objectively assess their potentialities as employees, and to hire "qualifiable" applicants.

(*c*) *Screening and interviewing related to job requirements.*—Screening of applicants should be based on the qualifications required for a specific job. Interviewing and testing of minority applicants should be conducted by personnel thoroughly committed to equal employment opportunity policy as well as knowledgeable and skilled in intergroup relations. An inferior education and lack of opportunities for development of skills may cause minority group applicants to appear less confident or less knowledgeable to the uninitiated, but such persons may be fully productive workers in many jobs.

(*d*) *Tests selected on the basis of specific job-related criteria.*—The Commission views tests as only one component of the personnel system—no better or worse than the selection system of which they are a part. "It is quite possible to take a test that has been professionally developed in one situation and misuse it in another situation." The characteristics of a test, apart from the situation in which it is used, are not sufficient evidence on which to judge its quality. The Commission will not recommend any particular test, but adopts the *Standards for Educational and Psychological Tests and Manuals,* prepared by a joint committee of the American Psychological Association, American Educational Research, and the National Council on Measurement in Education (published by the American Psychological Association). This publication, endorsed by the panel of psychologists consulted by the Commission, was prepared by recognized spokesmen for the profession and establishes standards and technical merits of evaluation procedures.

(*e*) *Comparison of test performance versus job performance.*—The Commission encourages the use of job-related ability tests. Employers must be aware that when an applicant has not enjoyed equal educational and developmental opportunities, his score on a test may underestimate his job potential. The ultimate standard, however, is not the test score but performance on the job. Since cultural factors

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**Equal Employment Opportunity Commission.*

can so readily affect performance on so many tests, it is recommended that tests be judged against job performance rather than by what they claim to measure.

(*f*) *Retesting.*—Mindful of the special problems of minorities, employers are encouraged to provide an opportunity for retesting to those "failure candidates" who have availed themselves of more training or experience. A recent conciliation agreement signed by the Equal Employment Opportunity Commission and a State Emplyoment Security Commission requests the ESC personnel assigned to local offices "to exercise a more liberal construction" of the agency's manual concerning testing. In particular, if an applicant during the course of an interview claims he has had more education or experience, then that person will be retested. It further provides that the State Bureau of Employment Security be requested to examine the feasibility of issuing less subjective regulations pertaining to retesting, so as to insure every applicant maximum opportunity to qualify for job openings.

(*g*) *Tests should be validated for minorities.*—The sample population (norms) used in validating the tests should include representative members of the minority groups to which the tests will be applied. Only a test which has been validated for minorities can be assumed to be free of inadvertent bias. The Commission encourages employers to check these tests to make sure that hidden discrimination against minorities is not present.

II. Objective Administration of Tests.

Since tests are assessment tools and their value depends upon the skill of their user, it is essential that tests be administered by personnel who are skilled not only in technical details, but also in establishing proper conditions for test taking. Members of disadvantaged groups tend to be particularly sensitive in test situations, and those giving tests should be aware of this and be able to alleviate a certain amount of anxiety.

TESTING THE DISADVANTAGED

(*Continued from page 42*)

with his decisionmaking, planning, and self-development, the counselor will usually have to consider these kinds of questions about testing: How can this individual be most effectively helped to achieve the understanding he needs in order to make appropriate decisions about next steps and about the future? Will the use of tests help or hinder the process? If, in the opinion of the counselor, tests would appear to be useful for a particular counselee, the counselor must decide what kinds of tests will be of most assistance and must predict the effect of taking them on the counselee.

Suitability, effect, and meaningfulness (to the counselor and to the client) must be considered in selecting tests. For example, can the client take the test? (One would not give a written, verbal test to an illiterate.) Will introducing testing have a negative effect on further work with the client? (If he is anxious, antagonistic, suspicious, or discouraged, it may.) Can the results be interpreted in a meaningful manner? (Not if the content is inappropriate to the counselee's educational and cultural background, if most of the persons in the norm group differ substantially from the counselee in important characteristics, if the test's predictive validity for persons similar to the counselee is unknown, or if the scores are insufficiently reliable for individual prediction.)

Meaningfulness of test results is of major importance. Probably the most basic question is: Can the counselee make constructive use of test results in dealing with the problems and needs with which the counselor is attempting to assist him? This is a two-sided question: Do the test results for this counselee provide accurate and meaningful information that can be used constructively in decisionmaking, and can the counselee use these results in his own thinking about his situation and his plans?

The decision as to whether to use tests is not an all-or-none decision at one point in time. If it is premature to test the counselee now, it might be more appropriate at a later time—after basic education, after intensive counseling, after exploratory work experience.

In certain situations the counselor may feel that psychological tests would yield helpful information but, because of negative attitudes toward testing or limited test-taking experience, the counselee may not be ready to take them. In such instances, the counselee may be helped to develop readiness for test taking through individual and group discussion, practice testing, and other appropriate means. We must keep in mind that a person who has undergone repeated failure experiences, who has experienced rejection as a person and as a job applicant, and who doubts his abilities and worth, will quite understandably tend to fear and avoid situations which may seem to threaten another failure or another rejection. Attitudes may be indicated by passivity or apathy as well as by active avoidance or aggressiveness. (Self doubt and fear of failure are, of course, not confined to the disadvantaged. Situations whose outcome is viewed as important but uncertain may be anxiety inducing among individuals at any socioeconomic level.) The aim of attempts to develop test-taking readiness in a counselee should be to assist him in preparing for an activity that shows promise of being helpful to him. If tests are not to be used in a constructive way and cannot be used in a meaningful way with a particular counselee, they should not be administered.

Apply to All Counselees

In summary, the general principles of good testing practice apply in working with any counselee. The challenge is greater in counseling the disadvantaged because questions of suitability of tests, effects on the counselee of taking tests, and meaningfulness of test results are particularly difficult to answer. As a consequence, the counselor's professional judgment and counseling skill are called upon to the utmost.

Job Market Information

Help Wanted! Engineers, Scientists, and Technicians

RENÉE L. GALLOP
and ALVIN W. SAILE

Despite some phaseout of aerospace contracts in late spring of 1966, demand continued to climb for engineers, scientists, draftsmen, and other supporting technicians during the first half of 1966. According to the mid-1966 Employment Service survey of job market conditions for these occupations in 30 of the Nation's major employment centers, increased demand had absorbed a large portion of the available applicant supply.

In June 1966, the number of active jobseekers registered in each of these occupations in public employment offices in the 30 reporting areas had dropped to a record low for the 8 years these data have been available. The number of applicants had drifted downward over the year to 6,700—a decline of 48 percent. At the same time, job openings in each of these categories rose, nearing, or—in the case of aeronautical and civil engineers, draftsmen, and laboratory technicians—surpassing previous peak demand levels. Openings in the surveyed occupations totaled 9,600 and were 58 percent above a year earlier.

Reflecting the growing tightness in the job market for technical manpower, the excess of job openings over jobseekers in many of these occupations this June was in sharp contrast to a year earlier when two persons were registered for each such Employment Service opening. Local office job listings for engineers and draftsmen in the 30 areas have exceeded the number of registered applicants throughout the first 6 months of this year. While there were more applicants than openings for scientists and laboratory technicians, there was a shortage of jobseekers capable of meeting still high employer specifications.

Further highlighting the scarcity of qualified applicants in the engineering and technical job market was the sharp rise in locally hard-to-fill openings placed in interarea recruitment—a nationwide system utilized by State Employment Services for matching openings in one area with applicants in other areas. Openings in interarea recruitment in the surveyed occupations increased by 71 percent over the year to 7,000 in June 1966.

Recent growth in technical manpower requirements for durables manufacturing, as evidenced by Employment Service data, began in the fall of 1964 and has continued unabated. Added defense commitments and some expansion in space exploration late in 1965 contributed to stepped-up recruitment for already hard-to-find engineers and draftsmen as well as to a tightening of the job market for scientists and technicians.

Demand during the first half of 1966 has been particularly strong in aircraft manufacturing, shipbuilding, electronics, metal working, and from light and heavy machinery and equipment producers, and constultants and contractors engaged in industrial construction work. Job prospects with Federal, State, and local governments remained plentiful, with some improvements noted in

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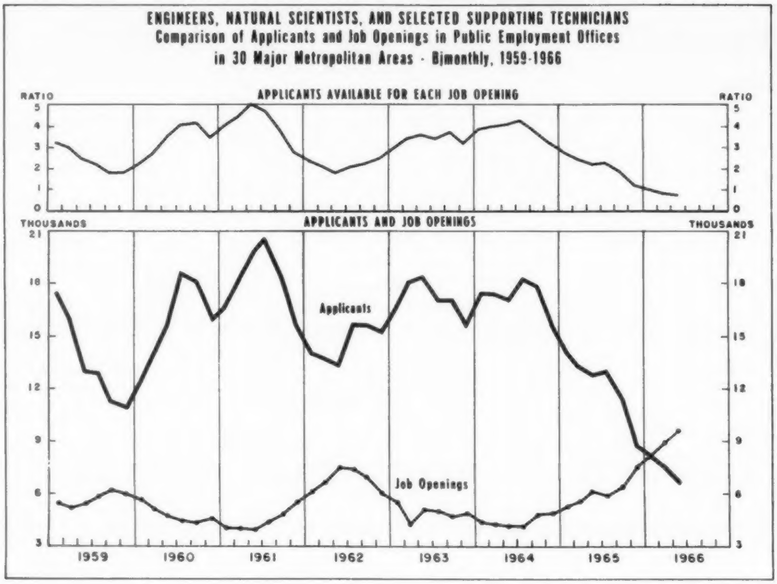
ENGINEERS, NATURAL SCIENTISTS, AND SELECTED SUPPORTING TECHNICIANS
Comparison of Applicants and Job Openings in Public Employment Offices in 30 Major Metropolitan Areas · Bimonthly, 1959-1966

salaries offered. Public utilities added to the recent job market competition, with these firms seeking experts trained in power generation or transmission.

Specializations Sought

The greatest volume of Employment Service job openings in the surveyed occupations was for engineers and draftsmen—especially in the mechanical, electrical, civil, and aeronautical specialties. Demand emphasis was on engineers and draftsmen qualified to perform various design tasks for product development or plant faciltity expansion or modification.

Among natural scientists, analytical chemists and mathematical scientists were most widely sought through the Employment Service in the 30 major employment centers. Also listed were hard-to-fill openings for physicists with a doctorate degree and research specialization.

Openings for laboratory technicians rose sharply over the year, both for industrial and medical laboratory technicians. Needs rose noticeably during the first half of 1966 for chemist assistants and testers and other industrially trained technicians. The longstanding chronic shortage of qualified medical laboratory techinicians also increased during this period.

Dearth of Applicants

As applicant supply dwindled, many employers canvassed local Employment Service offices on the availability of applicants before deciding whether to place job orders. Others resorted to open end job listings, that is, they did not specify an exact number of openings but indicated they were willing to interview any reasonably qualified and interested candidate until further notice.

The decline in applicant supply in the 30 areas was mirrored by a similar fall off in national estimates of claimants for unemployment insurance in the selected occupations. In May 1966, such claimants totaled only 4,600, down 52 percent over the year.

Applicant supply in the selected occupations among the 30 reporting areas not only contracted but shifted in composition. Current applicants included many persons aged 45 or above, including retirees looking for part-time assignments. Some applicants had failed to update their skills while others lacked qualifying citizenship or security clearance, faced draft calls, or refused referral because of personal preferences concerning job location, working conditions, or salary.

Meeting Staffing Needs

In order to meet staffing requirements, employers attempted to recruit personnel already employed elsewhere and sought inexperienced recent college graduates. June college graduates were in great demand and generally found plentiful job prospects. Recruiters had been active on college campuses throughout the academic year, attempting to attract prospective candidates by playing up job locations, emphasizing such factors as proximity to educational facilities, cultural advantages, or pleasant climatic conditions. Reports were received of job offers made to students in their junior year of college for which leaves of absence from work would be granted until graduation.

Starting salaries for engineering graduates averaged 7 to 10 percent above last year's level. More attractive salary offers made by larger establishments resulted in the loss of staff among some smaller firms, some of which, in turn, relaxed their hiring specifications with regard to age. In some cases, retirees were acceptable. Experience requiremnts were lowered for biochemists and other biological scientists needed in the medical service field. In an effort to help meet the need for draftsmen and technicians, institutional training courses under the Manpower Development and Training Act were approved for some 2,300 draftsmen and 700 laboratory technicians during fiscal year 1966.

Future Needs

Contributing to the serious nature of current manpower shortages is the long leadtime required to train engineers and scientists. Intensification of prevailing shortages is anticipated in many areas as the Nation's economic expansion continues. In addition to providing qualified technical manpower to meet expanding industry, space, and defense programs, engineers and scientists are needed to help solve problems affecting the national welfare, such as water purification and conservation, air pollution, and mass transportation. Engineering and scientific pioneering are needed for these areas as well as for the more dramatic quest to explore outer space.

This article summarizes a semiannual analysis of labor area conditions for engineers, natural scientists, draftsmen, and laboratory technicians. The analysis is based on reports from affiliated State Employment Services on current supply-demand conditions in 30 major labor areas;[1] statistics on job openings for selected engineering, scientific, and technical occupations placed in interarea recruitment by public employment offices throughout the country; and on information obtained from various government agencies, professional societies, and other sources. The complete report on the first half of 1966—*The Current Employment Market for Engineers, Scientists, and Technicians*—is available on request from the Branch of Skill and Industry Surveys of the U.S. Employment Service, U.S. Department of Labor, Washington, D.C. 20210.

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[1] *The 30 major labor areas regularly surveyed are: Boston, Mass.; Providence-Pawtucket, R.I.; Buffalo and New York, N.Y.; Newark and Paterson-Clifton-Passaic, N.J.; Philadelphia and Pittsburgh, Pa.; Cincinnati, Cleveland, and Columbus, Ohio; Indianapolis, Ind.; Chicago, Ill.; Detroit, Mich.; Milwaukee, Wis.; Minneapolis-St. Paul, Minn.; Kansas City, Mo.-Kans.; St. Louis, Mo.-Ill.; Baltimore, Md.; Washington, D.C.; Atlanta, Ga.; Louisville, Ky.; New Orleans, La.; Dallas and Houston, Tex.; Denver, Colo.; Seattle, Wash.; Portland, Oreg.-Wash.; Los Angeles-Long Beach and San Francisco-Oakland, Calif.*

Arkansas Area Skill Survey

Area skill surveys are a highly important part of the Employment Service job market information program. Prepared by State Employment Services, these surveys provide detailed occupational information on both current and future local area employment and manpower requirements and resources. They help to identify long-term training needs and characteristics of labor supply presently available in the community for planning manpower development and training programs under MDTA, the Vocational Education Act of 1963, and related programs, as well as for local manpower and community development activity. The surveys are made with the cooperation of other public and private organizations. The following is a report on a recent area skill survey. Findings of other such surveys will be reported as they become available.

During recent years, the Little Rock-North Little Rock (Ark.) metropolitan area has undergone a period of very rapid growth and expansion. New industries, technological changes, and automation have significantly altered manpower demands.

To meet the need for basic factual data on current and expected labor demands, the Arkansas Employment Security Division, at the request of the Metropolitan Manpower Advisory Council and with the cooperation of the Chambers of Commerce of Jacksonville, Little Rock, and North Little Rock, undertook an area skill survey.

Summary of Findings

Findings of the study indicate that nonagricultural wage and salary employment in the Little Rock-North Little Rock area is expected to move upward sharply by 1970, with overall gains forecast of 8,800 (9.5 percent) between 1965 and 1967 and 18,400 (19.7 percent) by 1970. While all major industry groups are expected to participate in this increase, largest gains are foreseen in the trade group. A total of 5,400 additional workers will be required in trade by 1967 (expansion needs, 2,300; replacement needs, 3,100), and by 1970, 13,000 additional workers will be needed (expansion needs, 5,300; replacement needs, 7,700). As a result of the expected increase in trade employment and the large number of workers who will be needed for replacements in this industry, the heaviest occupational demands are expected to occur in the clerical and sales group.

According to the report, impending shortages in a large number of occupations must be forestalled if the area's economy is to realize its maximum potential.

In the professional and managerial categories, the survey finds that the greatest shortages are expected to develop in the teaching occupations where replacement demands will be the dominant causative factor. Managers, officials, engineers (mostly civil and electrical), and credit men should also be in short supply.

In the clerical and sales categories, employer projections of their labor requirements in relation to estimates of probable labor supply suggest that significant shortages may develop for salespersons, bookkeepers and cashiers, and clerks (financial institutions, general office, shipping and receiving, and stock), unless additional labor supply is developed through training or other means. On the other hand, an oversupply of office machines operators (keypunch, tabulating machine, comptometer and miscellaneous machines), stenographers, and typists is expected to develop. Within the 2-year forecast period, secretaries may be in short supply, but an oversupply is anticipated by 1970.

For the service industry, the report finds that kitchen workers, porters and janitors, waiters and waitresses, cooks, and hospital attendants (by 1970) are expected to be in short supply.

For skilled workers, the survey predicts moderate to heavy shortages in a large number of occupations. The heaviest deficits of workers needed to meet expansion and replacement needs by 1967 and 1970 will be for maintenance mechanics and repairmen, mechanics and repairmen (automobile, railroad and car shop, and airplane), and construction painters, electricians, and carpenters.

For semiskilled workers, the survey suggests that moderate shortages may develop in a number of occupations despite an overall net surplus. Shortages expected include chauffeurs and drivers (truck and tractor) and electricians and workers in the manufacture of electrical equipment, while surpluses are expected to be concentrated in textile products manufacturing.

In the unskilled group, heaviest demands will be for laborers in cooperage and the manufacture of finished lumber products; workers in warehousing, storekeeping, handling, loading and unloading; construction workers, and metalworking laborers.

The survey emphasized the need for an increasing level of formal education to meet almost all of today's job requirements.

Out-of-Area Search for Factory Workers Increases

Further evidence of the high level of unfilled openings in local offices is the 62 percent rise from October 1965 to October 1966 in openings that were placed in the Employment Service interarea recruitment system in an attempt to find suitable applicants in other labor areas for employers. The occupations needed generally parallel those for unfilled openings reported here. After a seasonal lull in the summer, locally hard-to-fill job openings placed in interarea recruitment rose slightly from September to 50,100. While the increase from last October was large, it was not as great as the year-to-year increase of 80 percent in June and 85 percent in March.

Approximately 60 percent of the locally hard-to-fill demand in October was for industrial production workers (about 30,000) and almost 30 percent was for professional, managerial, and technical staff. In October 1965, about 52 percent of the out-of-area search was for factory workers and 36 percent for professional, managerial, and technical workers. Listings for production workers increased by about 1,500 from September to October, whereas those for professional, managerial, and technical workers declined slightly.

Five skilled occupations — machinist, toolmaker, setup operator for various metal working machines, aircraft mechanic, and model and pattern-maker—accounted for 60 percent of all listings for workers in the machine trades occupations.

Also in great demand were general production machine operators. In structural work occupations, demand was high (almost 4,000 openings) for assemblers for the automobile industry in the Detroit area, and for assembler, inspector, and installer trainees for aircraft factories in the Seattle and Los Angeles-Long Beach areas. About 1,500 listings were for electricians, electrical repairmen, and electronic mechanics.

Out-of-Area Search for Health Workers

Public and private medical and health service institutions were experiencing continued difficulty in meeting their manpower requirements in the third quarter of 1966. These establishments accounted for approximately 2,000, or 4.1 percent, of the total locally hard-to-fill openings placed in the nationwide interarea recruitment network by the 50 State Employment Services and the District of Columbia in September 1966, a rise of one-fifth from a year earlier. Almost all of these openings for which employers extended their manpower search out of the local area were in occupations connected with the professional care of patients.

These are occupations requiring varying degrees of education and training and are typically found in the health service industry. The largest number of such openings in interarea recruitment continued to be for registered nurses and licensed practical nurses, occupations in which local shortages were often chronic. Scattered orders were listed for other patient care-related workers who were hard to find. These included X-ray technicians, medical technicians, orderlies, nurse aides, physical and occupational therapists, optometrists, dietitians, clinical psychologists, and social workers including psychiatric case workers.

Openings in the administration, plant operation, and maintenance of hospitals accounted for less than 5 percent of all locally hard-to-fill openings in these institutions in interarea recruitment in September 1966. Among workers sought for administrative functions were programers and accountants. In the operation and maintenance of medical and health facilities, openings listed were for kitchen workers, custodians, and stationary engineers. Adding to the difficulty of health service facilities in meeting their needs for administrative and maintenance personnel was the fact that they were in competition for such workers with many industries.

Private establishments accounted for approximately 60 percent of the September interarea recruitment openings for medical and health service facilities, while State government institutions accounted for 20 percent, and Federal and local government agencies shared the remainder equally. Most of the administrative and maintenance jobs were found in government facilities as were the openings for social workers.

Jobs Now

(*Continued from page 35*)

tation. From visit one, he is on his training allowances, and a payment system, beginning the first week, has been worked out. (Note: A real irritation for hardcore youth in other training projects has been the initial delay in receiving training allowances.)

On the average, the client will spend only 2 weeks in orientation, with the major emphasis on attitudinal change, and then will move into employment. The JOBS NOW staff will have developed an inplant training program with each company, with the supports which the company wants from the staff.

Employers are being asked to waive their usual standards of high school diplomas, no police records, and aptitude tests, and to accept the clients we send them as employees in the hope that, with our supplementary services, the experiment will produce a sufficiently high proportion of productive employees to justify our mutual efforts.

The response to date has been very heartening. In part, this is due to 3 years of spade work, in part to the severe labor shortage, in part to heightened social awareness on the part of employers, and in part to the success of some pilot experiments. The approach is made to the president of the company, so that everyone down to the foreman will know that "the old man wants this thing to work."

The first 35 companies approached have produced 275 jobs. The project is in its infancy; the first clients came to the reception center only yesterday. So I'm describing a "can-be" not an "is." If the concept is sound, we may establish the hiring of the so-called hard-core in Chicago, not as an experiment, but as part of the regular employment procedures of companies.

As part of the JOBS NOW project we have been asked to operate a seminar center for governmental, agency, and industry personnel who are responsible for the recruitment, training, and employment of the disadvantaged. The seminar design will provide a practical in-depth experience "where the action is." Included within the 2 weeks of the seminar will be:

1. A meaningful confrontation with hard-core youth, both in discussion and in field trips.
2. An exploration of methods of changing attitudes and behavior. (It is our conviction that this is the *sine qua non* of training the hard core. Although most entry level jobs can be mastered in a couple of weeks, most job training is directed to vocational techniques, when, in reality, it is the hard-core client's self-image that must be changed so that the problem of work habits, punctuality, and job discipline may be attacked.)
3. An opportunity to explore personal blocks to dealing with hard-core youth.
4. A chance to explore the potential of interagency cooperation in tackling the problem of hard-core unemployment.

The seminar center will serve groups of 20 in 2-week sessions beginning in December. The program will be tuition-free and living costs will be well within the $16 limitations set on Government per-diem charges. It is possible that shorter programs may be developed, if needed. It might be valuable if, for example, the director of a Youth Opportunity Center, a businessman, and a settlement house director would all attend as a team from one city.

We are all engaged in the challenging, frustrating imperative job of enabling unemployables to become productive workmen. There's so much we don't know yet. Indeed, I think that rather than finding the right answers, we are all more at the stage of learning to ask the right questions.

I want to express my admiration for the way the Employment Service is rising to the opportunity to serve the disadvantaged. I know from my own agency's experience how much strain and tension is involved in shifting from the well-traveled path of what we've always done and know how to do well to the tougher road of what we ought to be doing and aren't sure we can do. I am especially impressed when a public agency, which is subject to such instant second-guessing by press and politicians, takes on so tough a task. A wise man once told me that we are as free as our fears will let us be. If we can conquer our fears of failure, our timidity, and our defensiveness toward criticism, we can find the way to developing the least initially useful of our human resources and can at last break the syndrome of poverty and dependency. My favorite proverb is from the Arabs:

"If you give a man a fish, you feed him for 1 day; if you teach him to fish, he will feed himself for life."

Situation in Major Labor Areas

- Continued favorable economic conditions were reflected in classifications in October of the Nation's 150 major labor areas regularly surveyed by the U.S. Employment Service and affiliated State agencies. The shift of 6 areas brought the number of areas with low (1.5 to 2.9 percent) unemployment to 65—the most since the Korean conflict. New Haven, Conn.; Louisville, Ky.; Shreveport, La.; Syracuse, N.Y.; Winston-Salem, N.C.; and Fort Worth, Tex.—the latest areas to move to low unemployment ratings—had been in the moderate (3.0 to 5.9 percent) unemployment category for at least 4 years.

Only 8 of the 150 major job markets remained in the substantial (6 percent and over) unemployment categories in October, compared with 19 a year earlier: Fresno, San Bernardino-Riverside-Ontario, and Stockton, Calif.; Fall River and Lowell, Mass.; Altoona, Pa.; and Mayaguez and Ponce, P.R.

Several central cities which have relatively high unemployment, although areawide unemployment totals are moderate, are Oakland and San Diego, Calif.; Miami, Fla.; and Newark, N.J.

Despite the continued downward trend in unemployment rates in major job markets, as yet no major areas are classified with overall labor shortages (1.5 percent or less unemployment).

Supply of qualified workers declining

- *The high level of employment in most parts of the country caused a steady reduction in the supply of experienced workers during the late summer and early fall. Most areas, even those with relatively high unemployment, continued to report needs for qualified workers. "Shortages" persisted for experienced professional, technical, and skilled workers, as well as for some semiskilled and service occupations.*

Hard-to-fill openings included those for electrical and mechanical engineers, nurses, social workers, draftsmen, programers, machinists, tool and die makers, a dozen kinds of metalworking machine operators, skilled aircraft workers, carpenters, electricians, pipefitters, welders, auto mechanics and various other types of mechanics and repairmen, stenographers and typists, nurse aides, domestics, and food service workers.

- *Major Employment Service activity indicators served to highlight October's relatively tight labor supply situation.*

Job openings available in the Nation's more than 2,000 local public employment offices reached an all-time high of 1.4 million in September—up 100,000 from the year earlier and more than were available in September 1952, when manpower needs for the Korean conflict reached a peak.

- *While demand for qualified workers was still high in October, there was also some evidence of a tapering off in the rates of increase over the year before.*

In 1963, 1964, and 1965, job openings received in Employment Service offices increased substantially between August and September (ranging between 5 and 13 percent) as factories resumed full production schedules after vacations. This September, the 891,100 openings received were only slightly (1 percent) above August.

Placements made by public employment offices rose sharply from August to September in 1963, 1964, and 1965, but in 1966 they remained unchanged at 618,900 between the 2 months. Also, September placements declined from the year earlier.

New applications dropped to 802,900 in September from 868,900 in August, with the return of youth to school (but many have applied at local offices for part-time work).

Although at a record for September, the 482,300 job openings unfilled at the end of the month were nearly 30,000 below the peak for 1966 in May when they reached the highest since October 1946 (557,100).

At the end of March, unfilled job openings were 59 percent above the year before; the over-the-year increase at the end of September had tapered down to 30 percent. Unfilled openings rose 0.6 percent between September 1 and October 1.

- *Over half of unfilled openings had been vacant for 30 days or longer as of July 1, the latest quarterly survey by the U.S. Employment Service on the basis of detailed occupational categories. While total unfilled openings rose about 8 percent between the April 1 and July 1 surveys, increases varied for the major occupational groups:*

Largest increase in the quarter ending July 1 was 20 percent in skilled occupations, paced by increased demands for pattern and model makers and for aircraft fabrication and assembly.

The 9-percent increase in openings unfilled in service occupations was partly seasonal and partly reflected demand for workers in health-related occupations which was intensified by the introduction of the Medicare program. The recent uptrend in this category, however, was significantly smaller than the first quarter rise of more than a third.

For semiskilled workers, unmet needs advanced about 7 percent, with about half reflecting increased demands for textile workers, but also for machine shop workers and bus, taxi, and truck drivers. Increases were tempered by slackened demand for semiskilled workers in aircraft and radio and phonograph manufacturing.

In unskilled occupations, the rise in unfilled openings for workers was also 7 percent, in sharp contrast to over 85 percent increase at the end of the first quarter of 1966 over the last 1965 quarter. The recent rise stemmed from unmet needs for warehousing, storekeeping, handling, and loading workers.

- *A small overall increase of under 4 percent in unfilled openings for professional, technical, and managerial jobs obscured divergent trends.*

Openings unfilled on July 1 for secondary school teachers and principals showed a strong, but partly seasonal, increase.

Unmet needs for qualified personnel in medical service occupations and for trained nurses also showed further—but significantly smaller percentagewise—increases than in the previous quarters.

For engineers as a whole, unfilled openings dropped over 10 percent from the previous quarter, ranging from a third for civil engineers to 3 percent for mechanical engineers; for industrial engineers, the unfilled openings rise was just barely perceptible. Easing in demand for various types of engineers was principally because of entrance of college graduates into the job market. This may also have contributed to reduced openings for chemists, accountants, draftsmen, and physical science and engineering technicians.

Numerically largest unmet labor needs at midyear were for clerical and sales workers. Demand for qualified stenographers and typists—largest component of this group—continued unabated despite the influx of graduates into the job market. Job opportunities for secretaries, bookkeepers, and general office clerks increased further, but demand slackened somewhat for various types of salesmen, sales and general industry clerks.

BDSA

U.S. INDUSTRIAL OUTLOOK 1967

. . . includes developments in 1966 with projections for 1967.

Trends in key U.S. industries . . . production, sales, shipments, employment, productivity, imports, exports, new products, developments, regulations, and financial ratios . . . pre-pared by The Business and Defense Services Administration of the U.S. Department o Commerce. Based on the latest information available. $1.25 a copy. Available th first week in January 1967.

Training

MDTA—HEP

ARTHUR S. KENNETT

H E P—Household Employment Program—is an MDTA experimental and demonstration project in Denver which is believed to be the only one of its kind. Trainees learned housecleaning, washing, ironing, cooking, etc., by actually doing the work in a simulated private home situation, under competent supervision.

Although funds were provided for some 200 trainees, 176 were enrolled in four classes. By the end of July, when the last course ended, 152 had completed training. The feeling is that the program has been successful in various ways.

A certificated trained HEP worker is commanding a better wage than most household service workers. Where the general household worker in this area is paid from $1 to $1.25 and hour, the HEP-trained worker is being paid from $1.25 to $1.50. One graduate was getting $1.75 on two "dayworker" jobs and did not hesitate to ask for the same in seeking other work and her employers say that she is qualified. The positive attitude of employers is evidenced by their willingness to pay more for our trainees' services. Some raised their employees' wages without request, and wage offers are readily raised when interviewers explain the advantages of training.

On the evening of the first graduation, an item about the program appeared in the DENVER POST. Within the following few days, 90 job orders were received, nearly all from employers who had never before used the Employment Service and most offering $1.35 to $1.50 per hour, which had been set as an upgrading goal.

Denver School District No. 1, specifically the Emily Griffith Opportunity School, working with the State Board for Vocational Education, developed a cirriculum, hired instructors, and leased an 11-unit, plus services areas, apartment building. The building was the site of the school and provided an area in which actual housework was performed by students in training.

The Employment Service team devoted its energies primarily to recruitment, selection, counseling of trainees, and placement of the graduates, and will also follow up and report on all trainees for 1 year after completion of training. The major source of applicants was the Denver local office unit of the Colorado Department of Employment that serves household workers, but all placement units referred applicants to HEP.

Television "spot" announcements with specially prepared slides, radio "spot" announcements, personal appearances, and newspapers, both citywide and neighborhood, assisted in announcing our program, all without cost. Women's clubs, service clubs, government agencies, and associations interested in community activities were informed of the program by the program staff. The Denver Realtors Association publicized the program in its newsletter.

Some 4,000 handbills were mailed to addresses in the $2,000–$4,000 family annual income neighborhoods. Mail was also used to contact several hundred persons who had at one time applied for household work in our Denver employment offices.

Posters were placed in "washeterias" in areas from which applicants might come. Posters were also placed in 220 Denver tramway buses.

Outreach recruitment was practiced. Special temporary employment offices were established for a few hours at a time on a repeat basis at some 24 designated locations. Prior to the interviewer's arrival in the area, handbills had been distributed and strategically placed posters had announced the time that the interviewer would be there.

"Word of mouth" became an effective recruitment device. This increased as the number of graduate

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Arthur S. Kennett of the Colorado Department of Employment is Project Director of HEP.

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MANPOWER TRENDS

The Nation's employment situation in October remained at the high level of recent months. Total employment rose seasonally to 74.7 million, only slightly higher than in June. The number of unemployed was at its lowest level since October 1957, but because October is the low month for unemployment, the 3.9 percent unemployment rate was virtually unchanged from September. Among the 2.5 million persons unemployed in October were 840,000 men and 970,000 women, most of whom sought full-time jobs. Of the 715,000 teenager jobseekers, about half were in school and looking for only part-time work.

Job opportunities continue at a high level, but many of the unemployed lack the qualifications and skills sought by employers. However, employers continue to ease hiring specifications, lengthen work hours, and use a variety of other methods to recruit needed workers.

*Competition for workers has been so keen in the Philadelphia area, for example, that one firm has offered both cash bonuses and cruises to attract skilled workers. Also, recruiting efforts are being directed to housewives more frequently. A major electronics firm in Cedar Rapids, Iowa, has found them proficient in assembly work and the local Employment Service office in Manchester, N.H., has tested and referred several hundred women for a special evening shift in electronics and shoe manufacturing firms.

*Members of minority groups are another source of workers toward which employers are being directed. For example, a large typewriter manufacturer in Hartford, Conn., is recruiting from among unskilled Negroes, Puerto Ricans, and Cubans in its disadvantaged community. Spanish interpreters are used in the interviewing for the jobs, which will start at $1.80 per hour and rise to $2.40 per hour after a brief training period.

*Initiative of a local Employment Service office interviewer and cooperation of three apparel firms provided impetus for a locally financed 4-week community training program in Perth Amboy-New Brunswick, N.J., for Spanish-speaking applicants with little or no knowledge of English. The local office served in an advisory capacity, the apparel firms furnished machines and instructors, the Perth Amboy Housing Authority provided space, and a local trucking company moved the machines. The companies will hire the trainees. Additional employers and applicants are anxious to participate, and the course will be repeated as long as the need exists.

Public and private agencies are cooperating in many other ways to alleviate occupational shortages and to assist the hard-core unemployed and disadvantaged persons to acquire skills to qualify for jobs.

*Through August, enrollments in both institutional and on-the-job training under the Manpower Development and Training Act totaled 530,000, with more persons being enrolled continuously.

* The skills and incomes of 1,500 construction laborers in 13 States and the District of Columbia will be improved through an on-the-job training program to be conducted by the Laborers' International Union, AFL-CIO, in cooperation with various contractor organizations. Trainees--selected on the basis of annual income and length of unemployment--will be in courses lasting from 6 to 8 weeks, depending on the occupation and geographic area where the skill is in short supply. As workers move into skilled jobs, unemployed persons can be given training for jobs opened at the semiskilled level.

* The United Brotherhood of Carpenters and Joiners of America will conduct training for 3,000 persons, some at the apprenticeship entry level, some in pre-apprenticeship, and some as journeymen.

* A demonstration project will try to help minority group workers in southern areas qualify for higher-level employment in skill shortages fields. With funds provided by the Office of Manpower Policy, Evaluation, and Research (Manpower Administration), the Urban League will provide part-time evening and weekend instruction and other preparation assistance for about 400 persons for entrance into higher-level jobs. Tentatively, the program will be undertaken in Birmingham, Ala., Jacksonville, Fla., Macon, Ga., Hattiesburg, Miss., Columbia, S.C., and Memphis, Tenn.

* A "Joborama" held in Baltimore, Md., in October brought together 1,300 applicants and 61 employers, who hired about 200 on the spot. A counselor from the Maryland Employment Service agency was coordinator of the workshop, the second held by the Council on Metropolitan Employment.

* The Wichita local public employment office and Chamber of Commerce held a "Job Fair" at the Field House of Wichita University in October. Buses were used to bring disadvantaged persons to the fair from outreach centers.

* The National Association of Manufacturers conducted a 1-day workshop in Greensboro, N.C., for training "hard-core unemployables" and upgrading unskilled workers for more productive jobs.

* The Manpower Development Committee of the Charlotte, N.C., Chamber of Commerce requests Chamber members to list worker needs with the local Employment Service office so that there can be one known source of applicants and also a place to refer applicants for whom the office is better able to judge need for training.

* A demonstration project in Paterson, N.J., of the Neighborhood Youth Corps, funded by the Office of Manpower Policy, Evaluation, and Research, will determine the feasibility of supplementing paid work experience for NYC enrollees with afternoon and evening part-time skill training and drawing on private industry assistance for training and subsequent placement. The training will be in office skills; a major business machine corporation will prepare the instructors and oversee the training.

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MDTA Institutional Training Highlights

	Cum. total	*FY 1967*	*FY 1966*	*FY 1965*	*FY 1964*	*FY 1963*
Approved projects (Sept. 1962–Sept. 30, 1966)	9, 028	444	2, 829	2, 440	1, 851	1, 464
Total trainees approved	512, 152	23, 510	158, 677	166, 243	109, 286	54, 436
Enrolled in training (estimated)	450, 000	45, 300	164, 700	139, 000	68, 000	33, 000
Completed training (estimated)	242, 000	20, 000	96, 000	75, 000	42, 000	9, 000

Employment status of graduates (March 1963–April 30, 1966)	
Follow-up reports received	117, 546
Obtained employment since training	104, 606
No employment since training	12, 940

Occupations with largest enrollments (September 1962–July 1966)	
Stenographer-secretary	25, 788
Typist and clerk-typist	22, 939
Hospital and institutional attendant	21, 654
Machine operator, general	20, 551
Welder	18, 711
Automobile mechanic	17, 145
Nurse, licensed practical	14, 903
Automobile-body repairman	9, 280
Clerk, general office	8, 051
Cooks	7, 267

State agency selection and referral activities (June 1962–August 1966) [1]	
Screening interviews	2, 822, 465
Counseling interviews	873, 231
General aptitude tests	365, 054
Specific aptitude tests	396, 169
Proficiency tests	51, 904
Referred to training	536, 647

[1] Includes ES activities for OJT.

Trainee characteristics	*Cum. percent*	*Cal. 1965 percent*	*Cal. 1966 percent*
Male	59. 5	58. 9	56. 5
Head of family or household	53. 6	51. 5	55. 7
Nonwhite	32. 6	35. 2	37. 3
Eligible for allowances	69. 7	72. 6	82. 1
Public assistance recipient	10. 3	11. 2	11. 5
Duration of unemployment, total	*100. 0*	*100. 0*	*100. 0*
Under 5 weeks	32. 1	33. 3	39. 0
5–14 weeks	23. 6	23. 0	24. 5
15–26 weeks	13. 4	12. 9	13. 7
27 and over	30. 9	30. 8	26. 8
Years of employment, total	*100. 0*	*100. 0*	*100. 0*
Less than 3 years	38. 0	43. 0	35. 8
3–9 years	37. 3	34. 7	38. 7
10 weeks or more years	24. 7	22. 2	25. 5
Age total	*100. 0*	*100. 0*	*100. 0*
Under 19 years	15. 0	18. 7	12. 2
19–21 years	23. 3	23. 7	21. 8
22–34 years	35. 1	33. 0	37. 4
35–44 years	16. 2	14. 7	16. 8
45 years and over	10. 4	9. 9	11. 8
Education, total	*100. 0*	*100. 0*	*100. 0*
Less than 8th grade	6. 6	7. 1	6. 4
8th grade	9. 4	9. 9	9. 8
9th to 11th grade	33. 9	35. 1	35. 4
12th grade	43. 6	42. 3	41. 8
Over 12th grade	6. 5	5. 7	6. 6

States with over 14,000 trainees in approved projects

California	49, 577	Michigan	24, 246
New York	46, 879	Massachusetts	18, 704
Illinois	32, 621	New Jersey	16, 011
Ohio	26, 248	Texas	15, 753
Pennsylvania	26, 137	Connecticut	14, 976

trainees increased. The second and third classes contained relatives and friends of the first class. The fourth class was made up largely of trainee referrals because recruitment was accomplished pretty much on a "crash" basis. There was only a 1-week interval between the date this class was authorized and the scheduled starting date. One graduate recommended at least seven candidates. All graduates were, of course, encouraged to do this.

Those meeting the eligibility requirements for a weekly, regular training allowance received a minimum of $46, which was at that time equal to the average amount of unemployment compensation paid to individuals in the State of Colorado. This weekly training allowance, in addition to the free training and specialized placement service offered, undoubtedly was a matter of interest to prospective trainees and had some bearing on their decision to apply for the training.

Despite these extensive recruiting activities, it was felt that we received relatively small response by way of numbers of applicants. It was determined that this was due not only to the existing high level of employment, but to the fact that the training offered was in an area in which prospective applicants believed themselves already competent.

Ages of Applicants.—The age range of persons expressing interest in training was wide and included 16 year olds and some who were beyond retirement age. Those selected

	Household Cleaning Specialist	Mother's Helper	Home-maker, Professional
Household services orientation	15	15	15
Daily housekeeping	30	30	30
Periodic and seasonal housekeeping	30	....	....
Meal preparation	30	30	30
Home laundry and basic ironing	30	30	....
Child care	....	30	30
Special homemaking skills	....	....	30

ranged from 17 to 66 years of age. One trainee, now 67, completed training and is employed steadily. There was an adequate spread within the range to provide graduates at practically any working age.

Length of the Training Course.—The first training classes were scheduled with the following courses:

	Weeks
Household Ironing Specialist	7
Household Cleaning Specialist	8
Home Services Technician (male)	8
Children's Companion	8
Homemaker, Professional	10
Cook, Household	12

The remaining courses were changed to 9 weeks of 30 hours each.

Although there was limited demand for Household Ironing Specialists as such, employers wanted this skill in conjunction with general housework; trainees were trained to perform accordingly.

Because of the dearth of suitable applicants, the Home Services Technician (male) course was not rescheduled after 25 persons were trained in the first 2 classes.

Cook, Household, included only six trainees and, therefore, was a "once only" course included with the second class.

Number of Hours Devoted to Different Units of Instruction.—During the last three classes, 135 hours each were devoted to vocational education and to basic education. The main vocational education breakdown by hours appears in the table above.

Basic education was conducted on an "as needed" basis, since some students needed more of one unit than another. The areas covered were arithmetic, grammar, reading, composition, penmanship, speaking, self-understanding, community understanding, grooming, and manners.

Placement.—By July 31, 308 placements were made, with some persons placed on more than one job. This is natural and usual when dealing with household daywork. Based on data available at that time, some 66 percent of the trained graduates were employed to the extent they desired and would accept, about 19 percent had at least temporarily removed themselves from the job market, and some 15 percent were employed less than the full time they desire.

Employment Counseling.—Several experienced employment officers are in close contact with graduate trainees who are underemployed. These interviewers talk with the graduates about their employment problems and discuss appearance, grooming, and adjustment to working environment and conditions. They may discuss practically any problem on which the graduate needs support.

A qualified, experienced employment counselor assigned to the program spent a part of each school day at the school site. Trainees were referred to him by teachers and were permitted to see him at the trainee's desire. Employment counseling sometimes involved social-personal and some behavioral aspects, and many personal problems were overcome. A counselor is available to any graduate and to assist placement personnel as desired.

The counselor and associates assigned to the program also sought out those students who remained absent. Home visitation occasionally succeeded in returning a trainee to the program.

Community Activities To Help Upgrade the Occupation.—HEP had the support of many of Denver's service clubs. The women's clubs were especially receptive. This attitude was effectively created and interest maintained by the members of the HEP advisory committee, which consisted of five ladies. Included was the past president of the Denver Visiting Nurses Association, the executive director of the Latin-American Educational Foundation, the home management specialist of the County Extension Service of Colorado State University, and a housekeeper for a physician and his wife, who also is a physician, and their family. This committee met periodically, with the HEP professional staff, discussed ways, means, procedures, and concepts of promotion, contributed ideas, and made comments on actions taken. They also took the story of HEP into their activities. Their favorable attitude toward the goals of the program was transmitted to many persons, thereby enhancing the attitude of their communities regarding the Household Employment Program.

The wife of the Governor of Colorado spoke to our third graduating class and presented certificates to the graduates.

The associations and organizations reached in several hundred public relations contacts, while implementing the program, are believed to have helped many persons, including employers and applicants, to think more specifically of domestic service as a career.

In January . . .

Read about school and college youth as a source of farm labor—novel methods for recruiting farmworkers—training for work on farms—housing and rest centers for farmworkers.

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Training AFDC Recipients

GEORGE TOLL

This experience of a local office manager in the training and placement of former recipients of Aid to Families With Dependent Children is evidence that many welfare recipients make good workers if given the motivational and training services necessary to establish a foundation upon which to build success in a competitive job market.

Our participation in a statewide cooperative program with the County Bureau of Public Assistance, the State Department of Social Welfare, and the California Department of Employment began in the summer of 1964. The Employment Service office manager and the placement officer of the Los Angeles Bureau of Public Assistance explored the possibility of establishing a program whereby Aid to Families With Dependent Children (AFDC) clients would be given an opportunity for on-the-job training in the local Employment Service office, primarily to upgrade skills lost through disuse.

Undertaking training and counseling for perhaps up to 6 months involves some down-to-earth thinking. Is it better to send an AFDC client who hadn't worked for a number of years out on a job and run the almost certain chance of failure, or undertake an on-the-job training program for several months on the assumption that a successful placement will result? We chose the latter course and have 20 successfully placed, happy, productive applicants to prove we were right. Our first group of 10 trainees had received, under the Federal-State-County program—Aid to Families With Dependent Children—a total of $141,242.

We want to review just 2 of the 20 cases because they are typical of the group.

Josephine S. had been on the AFDC rolls for 8 years, drawing a total of $20,664. Her husband had deserted, leaving her with four children and no means of support. She had not worked for 18 years and her only previous employment was of short duration in general clerical work.

The Bureau of Public Assistance (BPA), realizing that she had job potential, asked us to give her a try. About the middle of November 1964, our local office supervisor interviewed Jo at length and worked out a program for her. The Supervisor of Office Services arranged her assignments. Our Commercial Section Supervisor undertook the job of counseling, on-the-job training, and eventual placement.

We encouraged her to brush up on her shorthand and, during the fall semester, she spent 1 hour a day in school. Shortly after enrolling, she wanted to quit, feeling that the technical terms peculiar to our work and our office dictation were doing her more good than school. In addition to dictation, in which she worked up to 96 words per minute with three errors, she set up filing systems, cut stencils, and did clerical work for the Test Technician.

At first, she was extremely withdrawn, and members of the staff assisted her in overcoming this. She made a splendid adjustment, fitted into the staff very well, and gained the respect of all. We regretted that we could not keep her as an employee.

Effective April 1, 1965, Jo received an appointment in the Motor Vehicles Department as an intermediate clerk typist at $383 a month. She has passed other Civil Service examinations, has been on a Long Beach City list, and is currently on a State junior stenographer list.

Sarah R., age 31, of Mexican descent, came to our office in November 1964. Separated from her husband, she had four children, ages 7, 6, 4, 3. By going at night, she had been graduated from high school that June, but her clerical skills were inadequate for private employment. Through BPA, arrangements were made for her to brush up on these skills at adult classes for 2 hours each day. We also arranged for dental work which was badly needed.

She was assigned to clerical work in a unit that was recruiting 100 or more applicants per week for an aircraft company. The company's personnel representative was so impressed by her industry, attitude, and personality that he requested her referral as soon as she was ready for employment. She was hired in the personnel department of that firm in June 1965 and after 1 year has had three salary raises. One of her duties is that of test technician for determining typing abilities of potential clerical employees.

(*Continued on page 67*)

George Toll is Manager, Long Beach Local Office, California State Employment Service.

Farm Labor Expenses Decline

As the second year after the termination of the Mexican Labor Program (Public Law 78) was drawing to a close in October, domestic farmworkers were enjoying the benefits of higher wages. The worker's improved income situation, however, has not caused U.S. farmers to suffer financial hardship. On the contrary, the total U.S. farm wage bill has been shrinking.

On October 1, 1966, the hourly farm wage rate without room or board was $1.18—up from $1.09 on October 1, 1965, according to the U.S. Department of Agriculture. During the first 9 months of 1966, this wage averaged nearly 8 percent above corresponding 1965 level. During this period, however, employment averaged 9 percent less than in 1965—a decline sufficient to decrease the total farm wage bill.

For the entire year 1965, the hourly farm wage averaged $1.14, compared with $1.08 in 1964. However, hired farm employment decreased 8 percent and total outlays for hired farm labor were 1 percent, or $38 million, lower than in 1964.

Labor expenses decreased in 1965 despite an expansion in total production expenses. The $2.8 billion spent for hired labor in 1965 constituted 9 percent of all production costs. In 1964, farm labor costs were 10 percent of the total.

The year 1965 marked the second successive year that farm labor expenses had fallen. While these expenses had fluctuated from year to year, their long-term trend has been predominantly upward since the mid-1950's. Rather than cause an acceleration in this uptrend, as feared by some growers, termination of Public Law 78 had no significant effect on the trend in the total U.S. farm wage bill. Growers' fears proved ill-founded that the cutoff of foreign labor would result in stiff competition for

Table 1. Employment and Wages 1964 and 1965, United States and Selected States

State	Annual average employment, thousands of workers				Annual average wages [2] [3]	
	Foreign [1]		Total (regular and seasonal) [2]			
	1965	1964	1965	1964	1965	1964
United States [4]	9. 1	52. 8	1, 482	1, 604	$1. 14	$1. 08
California	2. 6	27. 9	190	190	1. 42	1. 35
Texas	0	6. 9	115	133	. 98	. 91
Florida	5. 3	6. 7	80	77	. 99	. 94
Arizona	0	3. 6	29	30	1. 14	1. 06
Michigan	0	1. 5	31	38	1. 20	1. 13
Colorado	0	1. 5	13	14	1. 26	1. 22
All other States	1. 2	4. 7	1, 024	1, 122	INA	INA

INA = Information not available.

[1] Inseason farm labor reports of the Bureau of Employment Security.

[2] U.S. Department of Agriculture.

[3] Hourly rate without room or board.

[4] Excluding Alaska and Hawaii.

Table 2. Farm Production Expenses, United States and Selected States, 1965 and Change from 1964

State	Production expenses						Labor expenses as percent of total production expenses	
	1965			Change from 1964				
	Total	Labor [1]	Other	Total	Labor [1]	Other	1965	1964
	Millions	*Millions*	*Millions*	*Millions*	*Millions*	*Millions*		
United States [2]	30, 735. 0	2, 766. 0	27, 969. 0	+1, 325. 0	−38. 0	+1, 363. 0	9	10
California	3, 049. 2	659. 2	2, 390. 0	+225. 9	+56. 2	+169. 7	22	21
Texas	1, 913. 2	216. 6	1, 696. 6	+112. 1	−19. 4	+131. 5	11	13
Florida	611. 4	154. 3	457. 1	+24. 7	+11. 6	+13. 1	25	24
Arizona	389. 9	54. 1	335. 8	+25. 8	+. 6	+25. 2	14	15
Michigan	669. 6	51. 2	618. 4	−6. 7	−7. 3	+. 6	8	9
Colorado	706. 3	43. 3	663. 0	+100. 9	−1. 6	+102. 5	6	7
All other States	23, 395. 4	1, 587. 3	21, 808. 1	+842. 7	−78. 1	+920. 3	7	8

[1] Includes all wages paid by hourly rate, piece rate, and all other methods of wage payment; also includes cost of board, room, and other perquisites.

[2] Excluding Alaska and Hawaii.

Source: U.S. Department of Agriculture.

domestic workers, sending wages skyrocketing and simultaneously causing a sharp rise in total costs. Despite termination of the law, the higher schedule of "adverse-effect" wage rates [1] set by the Secretary's Regulations of December 19, 1964, and a general increase in farm wage rates, U.S. total farm labor costs actually dropped.

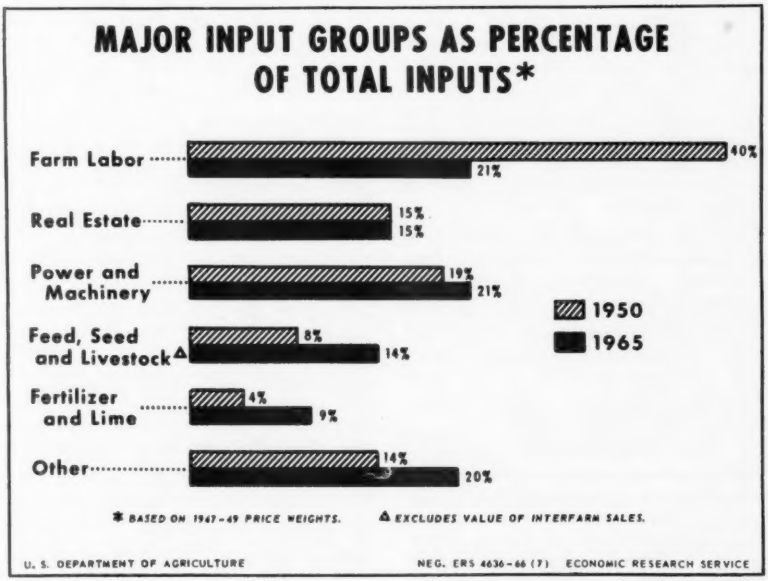
In most instances, work which had been done mainly by foreign labor in 1964 was done exclusively by domestic workers in 1965. Some farmers who had formerly used foreign workers sought to avert higher labor costs by turning to machines or other labor-saving devices and by more efficient management of their work force. In a few instances, there was a shift away from labor-intensive crops that, in the past, had been heavily dependent on foreign labor.

Considering the overall labor needs of our farmers as a whole, however, the reduction in the foreign labor supply had very little impact. The annual-average employment of foreign workers in 1964 was 53,000, only 3 percent of the total 1.6 million regular and seasonal hired workers employed that year. Further, over 90 percent of the foreign workers had been concentrated in six States in 1964. (See table 1.)

As part of the nationwide trend, four of the six States which were the major users of foreign workers in 1964 registered decreases in labor expenses in proportion to total production expenses. (See table 2.) These States included Arizona, Colorado, Michigan, and Texas.

Farm labor expenses in 1965 rose in California and Florida—the other two heavy users of foreign labor in 1964. They also rose in nine other States, including Delaware, Mississippi, Nevada, and North Dakota, which used no foreign labor in 1964, and five States which used only small numbers of foreign workers.

(*Continued on page 64*)



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[1] *An "adverse effect" rate is a rate which the Secretary of Labor has determined to be the lowest rate at which the employment of foreign workers in agriculture can be authorized without adversely affecting the wages and working conditions of domestic workers.*

Los Angeles Seeks Chance For Persons With Police Records

The recommendations of the Commission reported in the following article will furnish valuable information and attitudes to the Employment Service staff members who have not had experience in dealing with work applicants with "a record."

Concern over the inability of persons with arrest records of any kind to obtain employment recently led the Committee on Employment of the Los Angeles County Commission of Human Relations to appoint a subcommittee to determine whether courses of action can be undertaken to mitigate this problem. It was the committee's consensus that employers generally—industry, business, and government—tend to disqualify such prospective applicants for employment too "automatically," thereby jeopardizing their chances for assuming responsible and productive roles as recognized members of society.

In order that persons with police records are treated equitably and not barred unnecessarily from employment, the subcommittee—comprised of representatives of the Fair Employment Practices Commission, Lockheed-California Co., County Sheriff's Department, California State Department of Employment, U.S. Air Force, and North American Aviation—has made several recommendations for employers:

1. That a differentiation be made between *arrest* and *conviction* in the consideration of an applicant's police record.

Comment: In gang neighborhoods, overpopulated communities, areas having a high proportion of disadvantaged people, it is frequently necessary for the police to "bring in" for questioning individuals or groups. A careful distinction should be made by prospective employers between *arrests* for questioning, *arrests* followed by acquittal, and *convictions* for breaking the law.

2. Related to the above, that a careful evaluation be made of the frequency and severity of violations of past offenders.

Comment: We are all lawbreakers in the strict sense of the term. Our disregard of the law is sometimes overlooked because of the neighborhoods we live (and drive) in and often because of sheer luck. Also, there are significant variations in the severity of infractions and these should influence the suitability of any person for employment.

3. That consideration be given to the age of the applicant at the time of his illegal act.

Comment: Impulsiveness, aggression, and recklessness are partly a function of age. An older person should acquire a maturity and greater knowledge of and respect for the law. The younger person without a history of chronically serious infractions should be given every opportunity in finding work.

4. That elapsed time since a conviction be a prime consideration.

Comment: Substantial elapsed time since a conflict with the law might well be interpreted as a self-improvement effort on the part of the applicant.

5. That thoughtful consideration be given to the *whole man,* his aptitudes, abilities, interests, educational level, rather than simply to one aspect of his personal history.

Comment: The *whole man* comes to work to produce for an employer; *one aspect* of his past may have no influence on his value as a permanent employee.

6. That the nature of the work may have a bearing on the employability of those with police records.

Comment: An entry job that begins with close supervision and little initial responsibility is most appropriate for a past offender who should undergo a probationary period before being fully accepted as a permanent employee.

In the subcommittee's opinion, young people from generally low-caliber neighborhoods are prone to develop low self-images as a result of a succession of dissatisfactions and failures. Such experiences can well result in feelings of alienation as a defense against these pressures of dissatisfaction and failure and, in turn, can produce rejection of authority, suspicion, resistance to help, and, ultimately illegality. Past offenders, particularly youthful ones, should get their rightful share of attention—not more than others, but the kind of consideration necessary to really determine their appropriateness for job openings.

Government employment services, youth opportunity and skill centers, and civil organizations have been working with youthful offenders and find that some will not, in all probability, make the grade. Others, in their opinion, will and these are the ones they are referring to employers. The Employment Committee of the Los Angeles County Commission on Human Relations requests that employers use these guidelines so that deserving past offenders get an opportunity, along with a fresh start and a new outlook on life.

From Jail to Job

C. S. sat on his bunk in San Francisco City Jail contemplating the circumstances that had brought him there. A few days before, his parole officer had issued an ultimatum: Either he would look for work or go to jail. Being an exceptionally stubborn 18 year old, C. S. did not want to make a hasty decision on the ultimatum, so the next day when the parole officer came to the Part Way House and found C. S. asleep in his room at 10 in the morning, he hauled him off to jail.

After much soul searching, C. S. came to the conclusion that a visit to Mission YOC could not be much worse than remaining in jail. Thus, it was that in January 1966, a counselor at Mission YOC began what was to become one of the most involved counseling cases in the office.

At the outset, she recognized a considerable native intelligence in the counselee and some potential for success. She also recognized very substantial obstacles to success, not the least of which was an arrest record beginning with a conviction for assault with a deadly weapon at age 10 and some 20 other arrests in the ensuing 8 years. At age 18 he had spent some 4½ years in five different correctional institutions.

His interests seemed to be in mechanical work, especially automotive repair. His only work experience had consisted of removing the engine from one automobile and installing it in another. The transfer was a complete success except for one detail: The owner of the first car had not given C. S. permission to remove the engine.

Having spent hundreds of hours with counselors over the years in various institutions, C. S. had become what might be called a professional counselee. He knew precisely what the counselor wanted to hear and was almost eager to be drawn out. He enjoyed counseling; indeed, even as the YOC counselor was conducting her initial appraisal, he was already attending two regularly scheduled counseling sessions with other agencies each week.

This worried our counselor. How could she hope to improve upon the intensive, expert services C. S. was already receiving? As she listened to the polished performance of her counselee, an amusing thought occurred to her. What would happen to C. S. if the roles were reversed; if he were to become the counselor instead of the constant counselee?

Having discussed his desire to learn a mechanical trade, C. S. was not quite prepared to reply when she asked him, "What would you think of working in this office helping other guys to get jobs?" After a few minutes discussion of what might be involved in working here, C. S. became receptive to the idea. After checking with the office manager as to the possibility of using an NYC aide in the office, she called Youth for Service, an NYC contractor, and found they were agreeable to taking on C. S. and stationing him in our YOC under our supervision.

A few days later he reported to the office and began working at a desk. He was assigned such tasks as answering incoming telephone calls, ascertaining the nature of the inquiry, and referring the call via push buttons to the appropriate interviewer. He was stationed at Reception, where he handed out forms, helped youngsters fill out forms, made appointments, notified counselors and placement personnel of the arrival of applicants, and the like.

Almost at once a new set of problems arose. He had been placed in a role that was almost the exact opposite of what his experience in life had been. He had become the authority figure trying to peddle square merchandise to kids. Almost every word he said and almost every move he made represented considerable discomfort to him. He could no longer be himself and rely on his defense mechanisms. Every minute of the day he was acting out a part for which he had no script to follow.

By midafternoon of the first day, the strain had become so intense that his hands were trembling and he was having difficulty with his speech. He was permitted to relax the last 2 hours of the day to discuss his experiences with the counselor and other employees of the office. The following day, an effort was made to relieve his tensions by taking him off the Reception desk from time to time to address cards or run errands.

Fortunately, his very stubborness was to work in his favor; he would not admit to himself, or to us, that the new situation was presenting him with problems with which he could not cope. The result was that he very quickly mastered the situation and actually began to enjoy his new status. He began making suggestions for improving our service and was pleased to note that the YOC staff not only listened to him but even adopted some of his ideas. Months later, he was to write a background sketch of himself for the Cooperative Education Project of Golden Gate College. In his own words, he described the effects of his YOC involvement as follows:

"And the thing about it is the help wasn't so much for me to find a job but to help me find myself. While working at the YOC I began to change to a different person which was really me all the time."

His interest in YOC activity became so great that, in due course, he came to the conclusion that, one way or another, he would have to go to college. First, he would have to get a high school diploma; but how? He had been expelled from San Francisco schools with a sharp admonition that under no circumstances was he to return. The YOC explained the process for obtaining the equivalent of a high school diploma by passing tests given by the Board of Education. On his own initiative and with a minimum of help from us, he began preparing for the tests. Over a 5-week period, he took examinations each Tuesday night. He passed the tests with a goodly margin to spare. We celebrated his "graduation" by taking him to lunch and presenting him with a graduation present.

His progress was far from constant; he had several setbacks, some quite serious. At times he would be late to work, take more than an hour for lunch, be uncommunicative and uncooperative. We became concerned that perhaps his new existence was too highly structured. His room and board were provided by Mission Neighborhood Centers and his job would continue regardless of whether he did well or poorly. He had it made: good food, adequate lodging, easy work, good clothes, and spending money. Why struggle?

We decided that he was ready for a job in a more competitive setting. Arrangements were made with an employer who would accept his record if he passed certain tests. The day he was to see the employer was one of his "bad" days. He not only forgot to keep the appointment, but seemed completely indifferent to the consequences. We rescheduled the appointment for later in the day. He kept this appointment, but failed the test. He did not return to the office for 2 days.

When he did return, he was prepared to apologize for having let us down. We were rather harsh, explaining that nobody lets us down; that we play a percentage game, some young men make it and some don't. We get our satisfaction from the ones who do make it. The only person who gets let down by a "goof-off" is the young man himself. This seemed to impress him, because weeks later we heard him repeating it to another NYC aide assigned to our office who C. S. felt was not performing to the best of his ability.

Our next referral was the result of considerable work by a counselor at Hunter's Point YOC, who had taken an interest in C. S. The job was with a large company in south San Francisco as a Multilith operator at $375 a month. C. S. got the job. Hardly had we finished celebrating this success, when we discovered that we were to be involved in an entirely new set of problems.

The first was transportation to work. The buses he could take to the plant went on strike the day C. S. was to start work. The placement officer of Mission YOC came to the rescue on this one. His brother was between jobs at the time so he drove C. S. to work each morning and picked him up each evening until he could arrange for transportation with another worker at the plant.

The second problem was housing and, temporarily at least, this was also solved by the placement officer who shared his apartment with C. S. while he looked for one of his own. Every vacancy C. S. found suddenly became occupied the moment he would apply for it. One vacancy on which he did succeed in putting down a deposit was vetoed by the wife of the landlord after she spoke to his probation officer about his record. Finally, a Mission YOC counselor induced a landlord to rent an apartment to C. S.

These problems were only the beginning. A couple of weeks after C. S. had started to work, the placement officer and counselor made an employment followup visit and spent about an hour with the personnel manager. It developed that our counselee was doing his work very well and that the personnel manager was interested in him. However, he was concerned that C. S. was not accepted by the other employees. He was taking his lunch and coffee breaks either alone or with other minority workers at the plant. There was also the matter of his unusual hairdo and the beard he was growing.

C. S. celebrated the receipt of his first full paycheck by giving a barbeque for his friends in his new apartment. His friends, of course, included the YOC staff and his landlord. He had never cooked for himself before, let alone provide a banquet for guests, so hosting a barbeque represented a substantial undertaking.

NOTE: As we go to press, the latest report finds C. S. still on the job; he already has had one pay increase. The personnel department of the plant believes C. S. has solved his problem and they hope to retain him as a permanent, promotable employee. They feel that, although he lacks social graces, he has the intelligence and ability to advance in the company. He has registered at the City College and is taking several courses. After making up necessary entrance requirements, he hopes to qualify for a degree eventually.

Fortunately, most of the guests arrived very early, so all of the food was cooked by the guests while C. S. did a magnificent job of being the master of ceremonies. Once again we were confronted with problems and still more problems. We discussed his work situation and learned he is aware that the Caucasians in the plant avoid him, but knows the reason: His fellow workers are afraid of him. He sees great humor in the situation and had his guests convulsed in laughter as he imitated the way other workers approached him on the premises. He knows they would like him to get a haircut and to shave his beard. He is quite willing to do both, provided some one is brave enough to tell him. He will do it if asked. Perhaps he will do it even if he isn't asked, just to see what the reaction is.

He likes his job, but is beginning to find it a bit dull. He will not quit; in fact, he plans to work there for the next 20 years. Moreover, he plans to save enough money to go to college eventually. Perhaps as soon as he gets his feet on the ground, he will start taking some night classes in English and public speaking.

Getting his feet on the ground will take quite a bit of doing. Not only is he just an 18 year old, but he is a youth who has had no home life to speak of since age 10. He is having to learn the elementary facts of everyday life: How to shop for groceries, how to cook something besides hamburger, how to budget a paycheck, how to start a bank account, how to decide when he can afford a hi-fi, how to wrap left-over food so it does not dry up in the refrigerator, how to avoid buying an excessive amount of perishable food, how to defer gratification of pleasures, how to decorate an apartment, and so on.

He has almost no one with whom to discuss such problems; most of his old friends are no better equipped to handle such matters than he. Moreover, his old friends are not too happy with his becoming a square, and he is not as interested in them as he used to be. His new friends are largely the YOC staff that he occasionally sees on weekends—or at a barbeque—and some young people he helped while he was working at the YOC. He leads what is essentially a very lonely, introspective life.

His success is very tenuous. How long can he continue on the lonely, discouraging, and difficult path he has chosen to follow? How long could an average 18 year old follow it? And C. S. is anything but an average 18 year old.

Almost any incident could constitute the push that would cause him to say "the hell with it" (he would use stronger language) and wind up once again on a bunk in city jail or San Quentin.

Granting that the story to date of C. S. is not routine to YOC operations, it is recorded here in some detail as an example of the very great effort and emotional involvement that is required to provide even a minimum of help to an extremely disadvantaged youngster. It takes more than a couple of hours of simple counseling to undo the damage of a lifetime.
—EDWARD TACHET, *Mission Youth Opportunity Center, San Francisco, Calif.*

ES Bonding Project

A Trainee Placement Assistance Demonstration Program is being conducted jointly by the Employment Service and the Office of Manpower Policy, Evaluation, and Research, to determine whether special government-supported bonding aid will help place persons who are denied suitable employment because they cannot obtain commercial bonding. Known as the Bonding Project, it is a pilot program authorized by a 1965 amendment to the Manpower Development and Training Act.

To be eligible, a person must have participated in one of the following federally financed activities: (1) Training, (2) work training, (3) work experience, or (4) counseling, and be seeking employment through the public Employment Service.

Bonding coverage for approximately 1,700 persons has been purchased by the Department of Labor. This coverage is being used by Employment Service local offices in five pilot cities: Chicago, Kansas City, Los Angeles, New York City, and Washington, D.C. In each city, an ES staff member has been designated as area sponsor to inform local office staff on the intent and implementation of the program. He is also responsible for reviewing eligibility of potential bondees and employers, and for certifying and terminating bonds with the company. The availability of bonds is offered to persons in all occupations within any industry.

In addition to this demonstration program, bonding assistance also is being offered through six special manpower projects—two of them in prisons—through arrangements with the Office of Manpower Policy, Evaluation, and Research. These special projects were selected on the basis of the relatively large number of MDTA enrollees, other trainees, and releasees whose histories inhibit them from obtaining commercial bonds and consequently satisfactory employment. For each special project, a sponsor has been designated whose responsibilities are essentially the same as those of the Employment Service area sponsor.

The first 3 months of bonding project operation have benefited directly only a few dozen individuals. This may be due to several factors. For one thing, increased job opportunities have eased some placement problems. When there is a choice of referring an applicant who apparently is not commercially bondable to a bonded job or to a job not requiring bond, interviewers naturally have tended to refer him to the unbonded job. Furthermore, a tightened job market has caused some employers to reduce hiring requirements and make more jobs available without bonding. Too, many potential bondees lack skills or knowledge required to fill satisfactorily the presently vacant bondable positions. In some instances, employers have been hesitant about accepting offers of bonding assistance, expressing concern that special protection for some may be prejudicial to their normal surety bonding coverage.

However, the availability of this type of special case bonding coverage has produced some excellent indirect assistance to the target group in getting jobs. One such benefit has been to remove bondability as an employer discriminatory screening device. Once the real impediment to hiring becomes clear, and is not hidden behind a bonding requirement, constructive remedial steps can be taken. With bonding removed as a problem, other specific legal restrictions and licensing requirements have been identified and tackled directly.

Perhaps the most significant im-

Would you hire this man? He has 17 years' experience as a controller and industrial salesman, a college education, good appearance—and a conviction record as an embezzler. He is a parolee from a Federal prison, under obligation to pay back $35,000 to an insurance company.

A difficult position for the applicant, a difficult decision for the employer. Commercial bonding companies would not cover this man—but work at the unbonded types of jobs open to him was at a salary level that made paying back the $35,000 impossible. An employer who needed a man with his capabilities was hesitant: This was a key position in the company, and dishonesty by the incumbent could be very costly. The employer would consider hiring him only if he had protection against financial loss through a surety bond.

Fortunately for employer and applicant, the applicant's parole officer had been contacted by an Employment Service counselor and he knew a pilot "bonding project" had just started in his city. The parole officer directed the man to the local Employment Service office. There he submitted an application for employment, discussed his job goals with an Employment Service interviewer, and arrangements were made for special bonding protection needed to overcome the barrier his prison record presented to acceptance and hiring by the employer. He was placed in the employer's vacant bookkeeping position and is filling it capably and well. The employer is pleased—and the applicant is now a productive member of a company team and his community.

pact of the bonding project thus far has been a bolstering of confidence of both jobseekers with police records and the Employment Service interviewers—and often of employers, too. Applicants are more willing to disclose complete background information, often revealing acquired skills and knowledge not otherwise apparent, as well as arrest/convictions, poor credit, etc. Previously, applicants frequently ruled out bonded jobs and would not discuss skills and training acquired while imprisoned. Interviewers now attempt referral of qualified—but apparently not commercially bondable—applicants to employers whom they would not otherwise approach. This increased frankness and confidence has sometimes been rewarded by having the applicant accepted without providing the special bonding aid, either through hiring without bond or acceptance under the employer's regular "blanket" bond.

FARM LABOR

(*Continued from page 59*)

Generally, trends in labor expenditures were associated with employment trends. In 7 of the 11 States where labor costs were higher in 1965, employment was about the same or higher than in 1964. California's hired worker employment was about the same in 1965 as in 1964, and Florida's was higher.

Outlays for all production items other than hired labor rose $1.4 billion nationally from 1964 to 1965. Largest increases were in livestock purchases, depreciation costs, interest on mortgage debts, taxes, and rentals. Production costs, excluding farm labor, were higher in 1965 in all the six major user States. In the two States where farm labor expenses rose in proportion to total production expenses, the rise in other production costs exceeded the increase in labor expenditures, in terms of dollars. In California, for example, labor expenses increased $56 million from 1964 to 1965, while other production costs increased $170 million.

PROJECT NEW START

(*Continued from page 41*)

effectiveness of the project for them.

Prior to the first group entering the project, each counselor observed a group counseling session conducted by W. T. Adams, now of the Joint Commission for Correctional Manpower Training. Later, the group leaders conducted sessions which were critiqued by the instructor. As the project has progressed, tapes of group sessions are played during staff meetings where the entire staff discusses the interaction, pointing out strong points and any areas of possible improvements.

The combination of this brief training and each counselor's personal abilities has thus far produced effective subprofessional group counselor personnel.

One of the major concerns of the project is to develop a model which can be integrated into typical YOC operations throughout the country. Therefore, we must examine the role the subprofessional might take within the YOC framework.

Often YOC's do not have enough ongoing programs and job openings to provide each youth with an *appropriate* placement. Time is needed to set up an appropriate plan and make the necessary arrangements to see that the plan is carried through without any impediments. A unit such as the "New Start Project" could serve as the "preplacement" phase of the YOC operations. During this phase, the professional YOC staff may utilize the information gained during the subprofessionals' intensive work with the youth to develop a more viable plan and also to help insure that the continuum of treatment is not broken. This last aspect must be emphasized, because the presence of the subprofessional enables the YOC to have almost constant contact with the youth and eliminates many problems created by not knowing where or how to locate certain ones of them.

Furthermore, the subprofessional provides the YOC with a valuable instrument for outreach. Many of the project's group leaders live in the very area where the largest number of project youth live. This not only helps the subprofessional maintain contact with the youth, but it also puts the group leader in a position to direct those youth in the community who need the most help to the YOC. The activities of the subprofessional also allow the professional staff to devote more time to one-to-one counseling and the development of referral sources.

The subprofessional counselor, or group leader, has proved quite effective in terms of the project's goals. Results thus far have shown the subprofessionals to be an effective and vital part of the project. However, the true potential of the subprofessional is just being realized, and continuing efforts must be made to develop this vital supplement to already existing YOC staff.

Evaluation of this project is a built-in, on-going process, including pre- and post-testing on psychological test (IQ, GATB) attitude scales, and sociological inventories. In addition, the performance of each boy in each of the basic institutional structures of society will be analyzed both for the experimental and central groups. The following table is a brief breakdown of performance in the chief areas of interest to this project—job placement, vocational training, education, and delinquency.

We feel that these data indicate that the supposedly "unemployable" youth (dropout, delinquent, minority group member, economically deprived, etc.) can be moved from the "streets" to meaningful and productive roles in society. The key to this movement is effective counseling, provided at the right time, and combined with a wide range of helping resources.

The Neighborhood Youth Corps, Vocational Rehabilitation Administration, special school programs, MDTA, and OJT opportunities all stand as steps leading from a hopeless existence to a meaningful present and a promising future. The disadvantaged youth cannot take these steps without the artful and meaningful intervention of employment *counselors*.

Local Office Activities

Placements Rise in August—Tight Job Market Continues

Nonfarm placements totaled 618,700 in August, a rise of 12.7 percent from July and 2.6 percent over a year earlier. Placements of youth increased 2.9 percent over last August to 203,800, with some States crediting the "Youth Opportunity Campaign" for the rise. For the first 8 months of 1966, local public employment offices made 4,349,100 placements in nonfarm jobs, 2.9 percent more than in the same period a year ago.

Twenty-six States shared in the 15,900 increase over last August, with California accounting for more than half.

Job openings received in local Employment Service offices from employers rose 6.1 percent above August 1965—the most in any month since 1952. Unfilled openings, up 34 percent from last August, were the highest for the month since first available records in 1946.

New job applications continued to decline, dropping 1.6 percent from a year earlier, while those filed by youthful applicants dropped 2.4 percent from last year. For the previous few months, the number of youth applicants has declined from year-earlier levels, reversing the upward swing of several years. Those applicants who are available generally have lower skill and training qualifications.

Factory turnover rates (adjusted for seasonality) also reflect the tight job market situation. The rate of new hires increased from 30 per thousand employed workers over the year to 36 per thousand, the highest August rate since 1952. Quits were highest for the month since 1953—rising from 18 to 25 per thousand employed over last August, while layoff rates declined to 10 per thousand, the lowest for August since 1950 and down from 15 per thousand a year ago. For many months the Employment Service's share of the new hires, from all sources, in manufacturing has declined from year-earlier levels.

Placements by Occupation and Industry

Placement advances over the month occurred in all occupational and industry groups except government. No over-the-year comparison can be made by occupation because of the recent change to job definitions corresponding to those in the new Dictionary of Occupational Titles. Among industry divisions, placements in the durable goods sector of manufacturing totaled 88,000, a gain of 14.2 percent from a year earlier, paced by the continuing advance in fabricated metals, machinery, and transportation equipment industries. This increase from the year earlier, however, was the smallest in many months, largely because of the slowdown in automobile production in recent months. Nondurable goods manufacturing, public utilities, trade, and nonhousehold services also registered moderate over-the-year advances in placements, while construction, govern-

Nonfarm Placements by Occupation and Industry in the United States,[1] August 1966

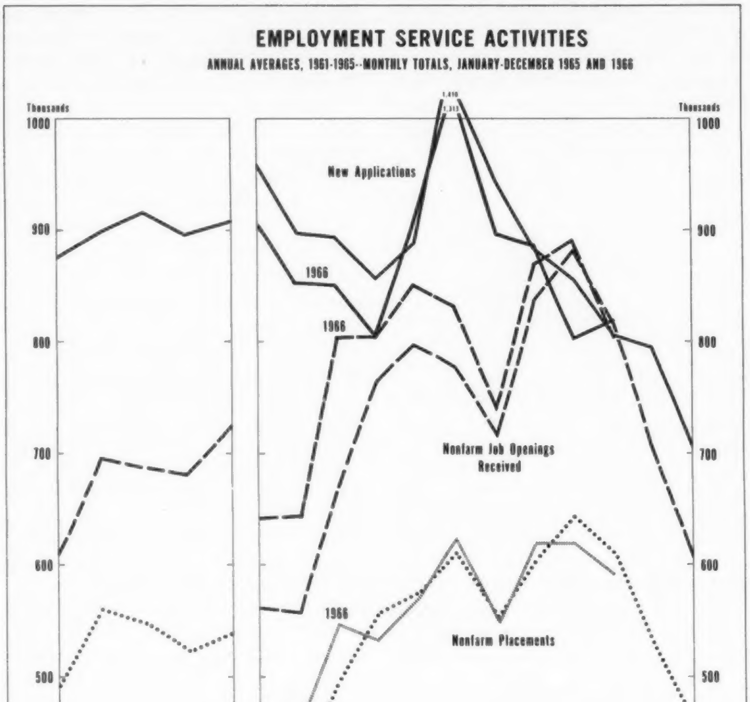
Occupation and industry	Number	Percent change from—		Percent distribution
		Previous month	Year ago	
Total placements [2]	618, 700	12. 7	2. 6	100. 0
Occupation:				
Professional, technical, and managerial	23, 700	2. 9	INA	3. 8
Clerical and sales	96, 900	10. 1	INA	15. 7
Clerical	68, 100	2. 6	INA	11. 0
Sales	28, 800	33. 2	INA	4. 7
Service and other	189, 500	6. 8	INA	30. 6
Domestic	93, 900	5. 7	INA	15. 2
Service excluding domestic	88, 300	8. 9	INA	14. 3
Industrial	308, 600	18. 6	INA	49. 9
Processing	37, 100	44. 9	INA	6. 0
Machine trade	30, 100	16. 5	INA	4. 9
Bench work	56, 400	29. 9	INA	9. 1
Structural work	56, 800	6. 0	INA	9. 2
Miscellaneous	128, 300	14. 6	INA	20. 7
Industry:				
Construction	37, 800	8. 2	−10. 4	6. 1
Manufacturing	176, 000	28. 5	11. 1	28. 4
Durable goods	88, 000	28. 1	14. 2	14. 2
Nondurable goods	88, 000	29. 0	8. 1	14. 2
Transportation and public utilities	28, 800	12. 5	20. 4	4. 7
Trade	134, 600	12. 3	3. 9	21. 8
Services	200, 100	7. 2	−1. 1	32. 4
Nonhousehold	98, 000	9. 6	1. 7	15. 8
Household	102, 100	5. 1	−3. 6	16. 5
Government	26, 400	−14. 1	−16. 9	4. 3
Other	14, 900	6. 4	1. 5	2. 4

[1] Includes Puerto Rico, Guam, and the Virgin Islands.

[2] Items may not add to total due to rounding.

INA—Information not available.

Source: U.S. Employment Service, based on data from affiliated State Employment Services.



Source: Bureau of Employment Security

ment, and household services showed declines.

Placements Rise From Year Ago in the 56 Major SMSA's

In the 56 largest Standard Metropolitan Statistical Areas, nonfarm placements by local ES offices in August totaled 291,100, up 10.2 percent from July and 5.6 percent from a year ago.

Over-the-year increases in job openings received (9.7 percent), unfilled (42.9 percent), and canceled (27.1 percent) in the 56 major SMSA's exceeded the national pattern of gains, as has been the case for many months.

Youth Opportunity Centers

In August, 82,800 new job applications were filed in YOC offices, 24,100 individuals were initially counseled, and 39,400 placements were made. From February 1965 through August 1966, YOC's served 1,279,200 applicants. Some 359,900 (28.1 percent) received initial counseling interviews and 312,900 placements were made. In addition, referrals to MDTA, Job Corps, Neighborhood Youth Corps, and apprenticeship training totaled 149,600 in the 14-month period from July 1965 (when these data were first reported) through August 1966.

Farm placements at 640,400 in August were 6.4 percent below the year-earlier level to continue the downtrend of recent years accompanying the decline in farm employment. About 217,900 were made among youth, down 1.4 percent from a year ago.

Counseling and Testing Increased in 1966

Many job applicants need help in choosing a vocation, in making a job change, or in resolving problems that prevent them from obtaining or holding jobs. Certain groups need more counseling than the general run of applicants, including youths, Selective Service rejectees, veterans, handicapped persons, older workers, unskilled, underemployed, or disadvantaged minority group members, and reentrants in the job market, such as married women whose children are grown. While the ultimate goal is placement in suitable work, the counseling interview may show that the applicant needs job training, additional education, rehabilitation services, medical care, or other services. If so, he may be referred to special programs such as MDTA or NYC for training or to another agency for other types of assistance.

In the first 8 months of 1966, about 857,000 individuals received counseling services in local offices, a 3,500 rise from the corresponding 1965 period. In some cases, more than one interview is required to help resolve an applicant's problems. From January through August 1966, some 1.6 million interviews were given, 8.2 percent more than in the 1965 period. The increasing rate of subsequent counseling has resulted mainly from the intensive counseling services provided disadvantaged youth in the YOC's.

The MDTA program accounts for a significant share of the ES counseling services. In the January-August 1966 period, 15 percent of all initial counseling interviews were of trainees, while the 213,300 total trainee counseling interviews were 13.2 percent of all ES counseling activities.

Testing, a valuable tool in counseling, helps in the choice of a career and placement of an applicant in a job suitable to his abilities. More than 1.7 million individuals were tested in the first 8 months of 1966, a 5,000 gain over the corresponding 1965 period, of whom some 10.3 percent were MDTA trainees. Nearly half of the persons were given the specific aptitude test which determines fitness for a particular occupation. Another 25 percent of the total were given proficiency tests to measure skills already acquired in an occupation. The general aptitude test, used widely in the cooperative high school program, accounted for the remaining 25 percent. This test measures an applicant's potential to acquire skills in many broad occupational fields.

AFDC RECIPIENTS

(Continued from page 57)

When she visited this office during the Christmas holidays, it was hard to believe that this was the same young women who had come to us—self-conscious, insecure, apologetic for her appearance and grooming, and "lost" as far as the business world was concerned.

All but 1 of the 20 applicants in this grouped trained, counseled, and placed by the local office are still working on the job to which they were referred. At least 12 of them have received promotions or raises and their average earnings are now approximately $400 per month. At this rate, they are not only self-supporting and no longer a burden to the taxpayers, but in a few years will return in local, county, State, and Federal taxes the money they received under the AFDC program.

Technology and Employment

The following table is from Bureau of Labor Statistics Bulletin No. 1474, "Technological Trends in Major Industries," in which emerging changes and their impact on 40 industries are projected. It is for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402, at $1.50.

Employment in 1957 and 1964 and Prospects for 1970

Industry	Employment		
	1957 (thousands)	1964 (thousands)	Percent change
Industries where employment by 1970 will probably be higher:			
Air transportation	148.4	190.8	28.6
Apparel	1,210.1	1,302.0	7.6
Banking	602.9	764.4	26.8
Concrete, gypsum, and plaster products	[1] 140.1	172.1	22.8
Contract construction	2,923.0	3,056.0	4.6
Electrical machinery, equipment, and supplies	1,343.8	1,548.4	15.2
Federal Government	2,217.0	2,348.0	5.9
Foundries	306.5	286.3	−6.6
Furniture and fixtures	374.0	406.0	8.6
Glass containers	54.3	60.4	11.2
Instruments and related products	342.1	369.3	8.0
Insurance carriers	[1] 813.6	895.2	10.0
Motor freight	804.2	919.8	14.4
Printing and publishing	870.0	950.5	9.3
Pulp, paper, and board	226.4	220.9	−2.4
Synthetic materials and plastics products	[1] 244.2	354.0	45.0
Wholesale and retail trade	10,886.0	12,132.0	11.4
Industries where employment by 1970 will probably be lower:			
Bakery products	302.5	289.9	−4.1
Bituminous coal	229.8	136.0	−40.8
Dairy products	[1] 319.1	288.6	−9.6
Flour and other grain mill products	27.1	21.9	−19.2
Hydraulic cement	41.6	34.5	−17.1
Lumber and wood products	655.3	602.5	−8.1
Malt liquors	77.4	61.9	−20.0
Meat products	333.1	313.6	−5.8
Petroleum refining	153.9	113.9	−26.0
Railroads	985.0	665.0	−32.5
Textile mill products	981.1	891.1	−9.2
Tobacco products	71.5	62.9	−12.0
Water transportation	[2] 231.7	222.3	−4.0
Industries where employment by 1970 will probably be only slightly changed, or is uncertain:			
Aircraft, and missiles and space vehicles	[1] 848.0	790.6	−6.8
Aluminum	65.0	76.4	17.5
Copper ore mining	32.3	27.1	−16.1
Crude petroleum and natural gas	344.0	289.4	−15.9
Electric power and gas	581.8	575.9	−1.0
Footwear (except rubber)	235.0	213.3	−9.2
Iron and steel	719.9	629.4	−12.6
Motor vehicles and equipment	769.3	755.4	−1.8
Telephone communication	768.2	706.1	−8.1
Tires and inner tubes	96.9	85.8	−11.5

[1] 1958. [2] 1959.

Manpower Research

T.I.D.E.—

A Promising Demonstration Project

WILLIAM O. NICHOLS

The Employment Service needs a program to hold, orient, and counsel youth for whom immediate referral to employment or training is unavailable or inappropriate. Group counseling has been used extensively in Youth Opportunity Centers, but such traditional prevocational assistance to prepare youth for the world of work has not provided the sustained effort required.

A program of Testing, Informing, Discussing, and Evaluating (T.I.D.E.) was designed to meet this need, and was incorporated in the 1966 summer youth demonstration project developed by the Office of Manpower Policy, Evaluation, and Research in cooperation with the Employment Service. T.I.D.E. objectives centered around youth development by increasing knowledge about the work community, upgrading employability through motivation, development of communication skills and improved attitudes toward work, establishment of a workweek pattern of living, and self-analysis in terms of marketable skills and characteristics.

T.I.D.E. provided YOC classes for 20 persons meeting 5 hours a day, 5 days a week, for 4 weeks. Two daily sessions, 2½ hours each, were arranged so that youth could be referred readily to a class at anytime of the working day or could conveniently leave the class whenever a suitable training or job opportunity arose. T.I.D.E. classes were given in 23 YOC's in 17 States during the summer months of 1966.

Part of the "holding power" of T.I.D.E. was the payment of grants-in-aid of $20 per week for a maximum of 4 weeks to class participants. Such allowances, not authorized for the regular MDTA program, were incorporated into the demonstration project under authority of title I of the Act.

Counselors for the T.I.D.E. program were given a suggested list of curriculum subjects, but were encouraged to make adaptations. The basic aim was to give the youth a better understanding of his abilities and problems and a better orientation to his community and work environments. Suggested T.I.D.E. topics were grouped under these headings:

Testing.—Interest, aptitude, educational, and physical testing were included as possibilities.

Informing.—Trainees were to be given as much vocational information as possible—about their work community and their relationship to it—tours, films, and talks by knowledgeable people were utilized.

Discussing.—Group discussion of talks, tours, and films would follow each presentation.

Evaluating.—Individuals were to be encouraged to evaluate themselves in relation to tests, information, and discussions. Role playing was encouraged, particularly in applying for a job.

The short leadtime for the project forced all counselors to improvise as the program progressed. If anything, the project has demonstrated that YOC-trained counselors could be quite innovative using their own initi-

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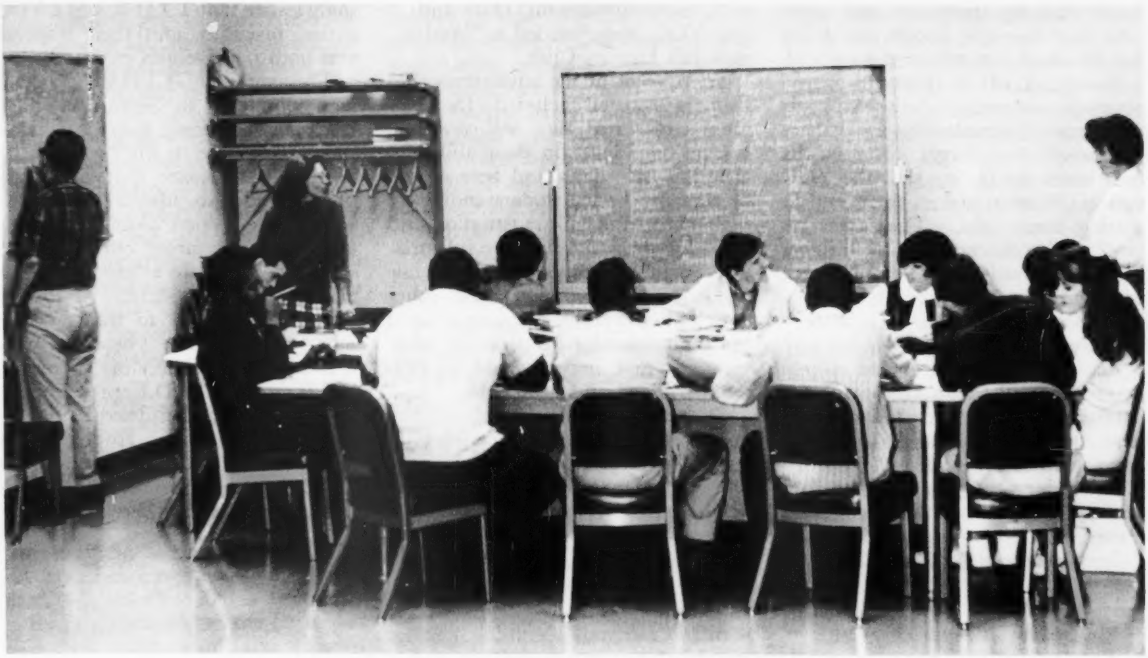

A pilot program called T.I.D.E. (Testing, Informing, Discussing, and Evaluating), operated by the Oregon State Employment Service and the Bureau of Employment Security, at the Portland Youth Opportunity Center (see above photograph), ended on September 23, 1966, for 25 youths, none of whom had completed high school. The program was tried in 28 cities in the Nation with the purpose of giving participants more employability through an intensive 4-week course in a variety of subjects.

Basic education subjects included spelling, mathematics, reading, and health. Instructors were provided through the Reed College community education project.

Students were paid $20 a week throughout the course. They heard special lectures by Oregon State Employment Service personnel and community leaders on marriage, alcohol, delinquency, racial problems, community college opportunities, the *General Aptitude Test Battery,* economics, narcotics, and personal qualities for job success. They were also taken on field trips to see jobs in action at area industries. Eight of the students had received jobs before the end of the course.

ative and resourcefulness for developing and locating meaningful curriculum materials and ideas for discussion purposes.

One young New England counselor kept a diary—partially reproduced here—which provides insight into the problems and satisfactions which accompanied the program. She feels, as would all our T.I.D.E. counselors, that this was only a hasty experiment, and that if she had to do it again, some things would be done differently. Certainly, the classes may have overemphasized military service and under emphasized industrial visits and similar vocational activities.

A similar pattern of results applies to many of the graduates of T.I.D.E. classes. This can be very roughly expressed as: 40 percent finding productive work; 40 percent in training (returning to school, MDTA, or Job Corps); and 20 percent unemployed or out of the job market. Results such as these, particularly in the placement area, have been a pleasant surprise to everyone.

From various State reports it appears that at least six benefits resulted from the summer program.

First, the T.I.D.E. program helped in the placement of hard-to-place youth. It improved trainee employability and provided more information about marketable characteristics already possessed by trainees. After 4 weeks of group activity, many counselors discovered there were existing job orders or were known employers who could be approached on an individual basis. The jobs in many cases were already there. The applicants' capabilities wasn't known, and the T.I.D.E. class brought out the job-worker relationshkip that wasn't immediately apparent.

Second, the T.I.D.E. class provided the technique necessary for counselor-counselee communication to be maintained until arrangements could be made for the Job Corps, Neighborhood Youth Corps, and MDTA training.

Third, T.I.D.E. training stimulated the interest of others in these same training programs and some who had formerly shown no desire for an education returned to school.

Fourth, T.I.D.E. classes improved counselor-counselee relationships. It gave many counselors an experience they won't soon forget. It gave the counselees the feeling that the YOC was really interested in them and in getting them jobs. There was an increase in the number of trainees requesting individual employment counseling, and many youth returned to individual counseling which they had discontinued.

Fifth, T.I.D.E. uncovered a real need among disadvantaged youth for constructive group-oriented activity. The spirit of fellowship resulting from association with other youth with similar problems is hard to describe. Trainees wanted to continue classes on a nonpaying basis, wanted to form social "alumni" clubs and, in one YOC, they formed a "Wednesday Job Finders Club."

Sixth, some of the advantages that trainees reported included: Development of realistic self-concepts; greater confidence in their ability to take job interviews and tests of job placement; better understanding of their home and family situation and their role in society; better information on job opportunities; better attitude toward working with other people; better understanding of need for high school education or other training; and improvement in personal hygiene and dress.

Seventh, T.I.D.E. improved the image of the YOC as a community service agency. Employers, welfare officials, juvenile police and court officials, minority groups leaders, the clergy, and others became increasingly aware that T.I.D.E. was a YOC action program, and their response was both positive and enthusiastic.

The summer T.I.D.E. program was completed in September 1966, but plans are being made for its return. Response to the program has been so enthusiastic that efforts are being made to identify the most worthwhile curriculum materials used in the summer effort, and to work out problems related to size of classes, transportation, length of training, payments to trainees, and other deficiencies that beset the summer program. Therefore, a revised and improved T.I.D.E. program will be developed and utilized in further demonstration work. Hopefully, the results will provide support for T.I.D.E. programs on a regular basis under Employment Service sponsorship.

Diary of a T.I.D.E. Counselor, Summer 1966

July 25—Introduced self—gave personal background; tried to interject some "human" or humorous note. Explained program—stressed it would not be a classroom situation—should respect each other's right to own opinions. Had group discussion re smoking—decided to allow it.

Group discussed plans for future—pretty nebulous—a few unrealistic plans expressed.

July 26—Evaluation of items on Interest Check List helped to start discussion re qualifications—actual work involved—how to go about seeking employment—where work might be performed—conditions.

Mentioned we would be having movies this afternoon and would need someone to operate projector—had volunteers. Two seem to be showing signs of leadership. Films helped to break ice—discussion general—still concerned about saying what they felt I wanted to hear.

"Discussion of Vocational Aptitudes"—hobbies—had not seen relationship before or why employer would be interested—group seems to be warming to idea of expressing self.

July 27—"Labor Laws"—speaker good—some not aware of many regulations re teenagers—students later discussed some of working conditions they had experienced!—very candid.

"Applicant Requirements as Seen by Employers"—discussed "How To Apply for a Job." I was surprised at outlook many had re holding jobs—would leave at slightest provocation or when they had enough money to spend.

Peer leadership definite—one student in particular.

July 28—Tape recorder—role playing—much interest—allowed students to pair off as they wished in morning. Some very reluctant but would try—one boy with speech problem reluctant at first but then joined in.

July 29—Film on "Dropout"—was probably best received of all shown—good discussions following this—seemed realistic to most of students.

"Neighborhood Youth Corps and Job Corps program"—many students familiar with some of information—not afraid to ask questions or offer comments.

"Personal Appearance"—very frank discussion—seem to agree fairly unanimously on what should be worn, cleanliness, etc.—we have a couple who should practice it—did note as program progressed change in the appearance of a number of students.

Made out payroll vouchers—leader finished first and then offered to help others—several others picked this up and volunteered to do same. Some limited ones had a hard time even with sample to follow.

August 1—"Visit to County Court"—students orderly and attentive. Some had previous court experience—and imparted first-hand knowledge—those on probation or had been in training school not reluctant to speak of this now.

"Apprenticeship Training Program"—did not reveal as much personal interest as I thought it would, possibly because most are quite young and not thinking this far ahead.

August 3—"Our Town as a Work Center." Quite a bit of interest—some making approaches to get part-time work while in program. Several who had not evidenced too great an interest in returning to school now beginning to speak a bit more positively.

Films—"Banks and Credit" and "Why Budget?" were OK. Brought up question of financing Hondas and cars—the two items most sought after by these youngsters.

August 4—Money is a major problem to these students—many were concerned about getting home before noon (when their mail was delivered) so that they would get the check before their mothers or fathers did—said their parents would endorse and cash them.

Saw 16 mm. film on "How to Fill Out an Application Blank"—good—filled out rough drafts and later filled out "perfected" copies.

August 5—"Selling Yourself to an Employer"—role playing—this they tend to like and it was pleasing to note the marked improvement in their approach to speaking on tape.

August 8—"Why Do People Sometimes Fail to Get the Jobs They Seek?" Still amazes me at times to hear them discuss leaving a job on the spot if sometone tries to give them a hard time. They still find it difficult to accept criticism whether constructive or destructive—to them it is all the same.

"MDTA"—some interest here, particularly in the cooking and auto mechanics courses among those not returning to school.

August 9—"Air Force Recruiter"—M/Sgt. very good—discussion from the start. Student dropped in to listen—had a cap on—one of group pointed to cap with motion to remove it—done on own initiative.

August 10—"Belonging to a Group"—film—quite well received—discussed bilingual families, various culture groups, how they themselves might go about joining new group in community and what can be done to obtain a welcome.

"Handling Money and Credit"—very good. At close of session, speaker mentioned that these youngsters asked and discussed more subjects than some college groups to whom he had spoken.

"Marine Recruiter"—Sgt. could field and squelch comments and questions skillfully. Told students that if a person could read, he would work with him so that he could pass the General Services test—this seemed to please and impress them.

August 12—"State Police Trooper and Detective"—good students not afraid to ask questions. Was pleased with reception given in view of their earlier apprehension.

August 15—Students discussed diet—eating habits—sleep required—some diseases more common to teenagers—went 20 minutes beyond lunchtime—they did not mind when as they found we would extend the lunch period.

Restaurant owner spoke about what he looked for in employees—working conditions in restaurants—possibilities for advancement in cooking area, etc.—well received.

Role playing becomes easier each time—boy with speech problem sounds much better on tape than at beginning—easier to understand than when in ordinary conversation.

August 17—"Dress Up for Occupational Visits!" Students look nice—some clothes may not fit to perfection but they really made an effort and it showed. In recording session, the girl who had been with us from the start surprised me with her presentation—such an improvement! She had never been able to enter into discussions, express opinions, etc., and now has much more confidence—wishes program were to last longer. Behavior very good on these visits.

August 18—"MDTA Field Trips"—very successful—dressed up again—seemed very interested in work which these people were learning and doing and the pride which they took in their work. NO CHECKS Ughhh.

August 19—The password is "checks"—where are they and when will they be in!!

Film—"What's in It for Me"—they enjoyed it—and wanted to choke the "mother"—had impression from expressions and comments that yelling and nagging not unfamiliar to them. Discussion on "Why Workers Lose Jobs" a bit draggy—last day—have to sort of pull things along at times. Sorry to see program end and number of group expressed this feeling during day.

Training Film on Counseling Supervision

One copy of a training film on counseling supervision was recently distributed to each regional office for loan to the States. This film was developed by the University of Michigan in cooperation with the Michigan Employment Security Commission and financed by a grant from the Bureau of Employment Security. In black and white, the film is divided into two reels. Running time for each part is approximately 25 minutes.

Part I, entitled "The Counselor at Work," is an actual interview between a YOC counselor and a disadvantaged youth in Detroit, in which the counselor skillfully draws the youth out without dominating the interview. Part II, called "The Counselor Supervisor," consists of a case discussion between the counselor and the counseling supervisor, played by Dr. Edward C. Roeber, formerly Regional Counseling Consultant for Region V. This illustrates a type of supervision Employment Service counselors need but too infrequently receive.

ES—School Counselor Relationships in Vocational Education

DAVID H. PRITCHARD

The Vocational Educational Act of 1963 provides for strengthening the vocational aspects of counseling and guidance as an integral part, by definition, of vocational education. Instructional programs are attuned to job market demands and the occupational training needs of in-school youths, unemployed school dropouts, high school graduates needing additional training, adult employees who can benefit by upgrading and retraining, unemployed or underemployed adults, and young people with special academic, socioeconomic, or other handicaps.

Vocational and technical courses may provide training to qualify persons for gainful employment in virtually all the recognized nonprofessional occupations, from the least skilled to the most highly technical.

The Act also authorizes work-study programs to afford part-time employment for youth who need the earnings in order to engage in vocational schooling on a full-time basis. In addition, it provides for research in, and evaluation of, vocational and technical education, including the counseling and guidance aspects.

Vocational education programs may be conducted in any type of school or educational institution, including comprehensive high schools, specialized vocational-technical high schools, technical high schools, junior or community colleges, and public and private 4-year colleges and universities. The Act also authorizes funds for the construction of "area" vocational-technical school facilities.

The Act greatly increased the possibility of there being more funds allotted to the States by authorizing increasing appropriations over a 4-year period. The allotments are made to States upon approval of their plans by the U.S. Commissioner of Education, and upon completion of certain other requirements set forth in the law. To assist with the State guidance and counseling programs, Federal funds may be used on a matching basis for State-level vocational guidance supervision, counseling and guidance personnel employed locally, counselor preparation, and other expenditures strengthening the vocational aspects of counseling and guidance.

Looking ahead, Dr. Grant Venn, Associate Commissioner for the Bureau of Adult and Vocational Education, has expressed the view[1] that ". . . occupational education now must become a fundamental part of the total educational system for every individual, both youth and adult. This concept leads to several conclusions: (1) That it become a fundamental part of the educational mainstream; (2) that it become a responsibility of each level of education; (3) that the educational system must assume responsibility for assistance in transition from school to work; and (4) a school program must make learning how to work a part of education by actually providing work experience opportunities." In addition, he said, "Vocational guidance and occupational information needs to start in the elementary school and continue at all levels of education."

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[1] *To the General Subcommittee on Education of the Committee on Education and Labor, House of Representatives, June 9, 1966.*

The joint statement, "Guidelines for Employment Service and Vocational Education Agencies," issued by Manpower Administrator Stanley Ruttenberg and U.S. Commissioner of Education Harold Howe II, in May 1966,[2] includes some general guidelines directly concerned with counseling, testing, selection, referral, and placement relationships between Employment Service offices and State and local vocational education agencies. The cooperative agreements signed in the States in accordance with section 5(a)(4), part A, of the Vocational Education Act have operational implications for counseling and guidance as well as other interrelationships at State and local levels. It is incumbent upon all appropriate authorities to develop and support specific interagency working relationships and procedures and professional practices, designed to serve *the best interest of each individual* for whom the agencies are to share responsibilities.

This is not readily, or easily, accomplished; and there is not—nor can there be—a single best way to accomplish this for all times in all places. Collaborative management and professional worker knowledge, judgment, leadership, and active followthrough must be applied at *all* organizational levels, by *both* sets of agencies, separately *and* jointly.

The cumulative and interactive effects of the total complex of the *many new Federal education, manpower, and antipoverty programs impose severe demands of quantitative, qualitative, and coordinative nature* upon the counseling profession, counselor education institutions, and the government and community agencies involved.

The Nation's schools cannot be self-sufficient in making learning how to work a fundamental part of the educational mainstream for every individual. This is probably nowhere more apparent than in the millions of instances of youth and adults whom we variously classify as "persons with special needs," the "disadvantaged," the "hard-core unemployed," etc. Moshe Smilansky, Chairman of the Department of Educational Sciences at Tel Aviv University, has observed,[3] "Public housing policies, employment opportunities, vocational training programs, school zoning, and other socially oriented measures will influence the composition of different schools, the motivation of pupils, and the possibilities of promoting growth. . . . Activities in both the school and the community, therefore, should be guided by the same principles and objectives. . . . Unless we can plan through a comprehensive approach, and build school and community activity as mutually supporting growth systems, there is danger of reaching a standstill in the process of bridging the gap between the disadvantaged and society at large."

As education and training have not been and cannot be restricted to the "four walls" of public schools, neither can their companion guidance and counseling services. Guidance and counseling are destined to become more and more multiple-agency functions not only in terms of locus but also in terms of coordinated planning and operation, including direct services to the same individuals. Concerted attention needs to be given, therefore, to the question of how to marshal the varying guidance and counseling resources of different institutions so as to place appropriate resources, as effectively and efficiently as possible in the service of particular individuals—*as needed, through time.* In short, intensive interagency study at all levels must be applied to the *what, when, where,* and *how* of *delivering* guidance and counseling services to individuals.

Vocational and technical education programs are (1) addressed to out-of-school employed and unemployed youths and adults as well as to students enrolled in the regular secondary-postsecondary educational ladder, and (2) oriented to preparation for and enhancement of vocational success and satisfaction. Thus they share some interrelated ground with the public Employment Service system. So do school-based vocational guidance and counseling programs. It is this shared ground which provides reason and incentive for collaborative development of extended and improved school-Employment Service working relationships in the guidance and counseling area. Mutual awareness of this fact and of the additional tangible resources which each agency may extend, will suggest additional reciprocal arrangements for counseling and guidance.

However, the full and effective realization of these potentials may be expected to be adversely affected, as they have often been in the past, by real and fancied "cross-purposes" between agencies and/or their working staffs. There are, of course, actual differences in purposes, values, and methods among agencies. There are also significant issues of perceived philosophy and mutual "image." To dwell only upon the tangible resources and desirable mechanical procedures for interagency working relationships, without attending to the philosophical and psychological concomitants involved, would, in this observer's judgment, doom many well intentioned efforts to ineffectiveness and failure.

Gellman's[4] contrasts of certain nonschool agencies provide, for example, the following pre-1964 descriptions of Employment Service counseling:

Wide variations exist in the training and qualifications of counselors.

State Employment Services as a group consider job placement their primary objective and relegate employment counseling to a secondary role.

Employment counseling tends to be problem centered, cross sectional, short term, and technique oriented.

Personal-social and long-range vocational problems are subordinated to employment needs.

Frequently, among many criticisms of public school guidance and counseling programs are charges of neglect of the "noncollege-bound," of orientation to the world of work, and of the vocational aspects of guidance and counseling.

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[2] *See Employment Service Review, July 1966, p. 50.*

[3] *Smilansky, Moshe, "Fighting Deprivation in the Promised Land," Saturday Review, Oct. 15, 1966, p. 85.*

[4] *Gellman, William. "Government and Community Settings for Vocational Guidance," ch. 22 in Man in a World at Work, edited by Henry Borow, Boston, Houghton Mifflin, 1964, pp. 518–519.*

As an example of a prime philosophical issue, Odgers [5] has written, "Legislation and other action being taken to improve the manpower situation are of a nature that restricts individual choice and tends to limit choice to occupations in which labor shortages exist. The Manpower Development and Training Act is a good example of legislation which implies that education has the task of molding youth to meet the needs of society. The guidance process, on the other hand, is based on the assumption that the individual being helped has the right and the responsibility of self-determination. There is no place in the guidance process for recruitment, conscription, or selection and assignment."

In a similar vein, while speaking about the Vocational Education Act of 1963, Hoyt [6] advised, "We need vocational education courses designed in response to opinions of both industry *and* students. In our zeal to meet the requirement that new courses have a recognized base in terms of expressed needs for trained manpower, we must not neglect the necessity of also taking expressed student needs into account."

The above criticisms and quotations are cited not for the purpose of arguing their merits, but to illustrate and stress the crucial need to reduce or reconcile underlying differences in institutional perceptions and practices for the effective accomplishment of closer working relationships.

With the earlier review of the Vocational Education Act of 1963 and its developing impact before us, let us now take a particular look at illustrative State counseling and guidance program activities currently being supported by the Act. Some of these activities are specifically tied to cooperative endeavor with Employment Service agencies; others could be.

Development of procedures to improve communications between school counselors, the Employment Service offices, apprenticeship information centers, local apprenticeship councils, and personnel directors and other persons representing employers.

Continuation of General Aptitude Test Battery training sessions for school counselors, by the State Department of Education's Division of Guidance and Testing.

Support of various forms of preservice and inservice counselor preparation activities in the vocational aspects of guidance and counseling.

Conduct of student vocational interest surveys, and assistance to local districts in conducting followup studies on all students.

Long-range evaluation of guidance services in the State.

Establishment of a center to accumulate, disseminate, and control evaluated occupational-educational information.

Preparation of brochures, or handbooks, reporting occupation-centered curricula in public schools, junior colleges, and adult education centers in the State, and development of vocational guidance filmstrips.

At the Federal level, Vocational Education Act funds have supported a number of conferences to advance greater and more effective involvement of counseling and guidance personnel, relevant professional associations, and other organizations in the problems of providing youth and adults with improved counseling and guidance for the world of work. The most recent conference of major significance was the National Seminar on Vocational Guidance held August 21–26 at Northern Michigan University.

Important and constructive as all the cited State and Federal activities are in *positioning* agencies to extend and improve their guidance and counseling services, a glaring omission is evident. At Federal and State levels, at least, more attention needs to be given to specific planning for improved school and interagency *delivery systems* for translating these new resources for vocational guidance and counseling into direct services to specific individuals. Major new initiatives in this aspect are now overdue. At State and Federal as well as local levels those with program development responsibilities must improve this joint activity. It is suggested that interagency mechanisms for appropriate coordinated planning and development in guidance and counseling be established to pursue this and related matters on a continuing basis.

Substantially improved school-Employment Service relationships in serving the vocational aspects of guidance and counseling will develop in tandem with increased mutual understanding and acceptance of school and Employment Service purposes, programs, and staff. The major key to better mutual understanding and acceptance, it is suggested, lies in an all-around assignment of highest priority to meeting the needs of the individual in constructive ways. When this criterion is genuinely paramount in the evaluation of activities and proposed activities within and between agencies, commitment to agencies themselves, to vocational education, and to the manpower programs will be clearly subservient. It is then that they will most likely fulfill their instrumental roles in our society with greatest long-run effectiveness.

A Job He Could Do

An employer placed an order with a local Employment Service office in Indiana for a porter between 40 and 50 years of age. The local office counselor obtained an employer interview for a rehabilitant who had finished only the fifth grade in public school because of a speech impairment. He had attended a State school for 4 years, but the speech impairment could be neither corrected nor improved. For 6 years he had had no steady employment.

The employer interviewed the rehabilitant and hired him. In more than 18 months on this job, the rehabilitant has been absent from work only 2 days, has received one raise, and is scheduled for another soon. The employer is quite pleased with the youth's work. The young man is happy on his job because he is not required to talk much and thus is not embarrassed by his speech defect.

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[5] *Odgers, John G. "Societal Versus Individual Needs," Ohio Guidance News and Views (mimeo), 14: 5 (May–June 1964), p. 1.*

[6] *Hoyt, Kenneth B. "The Challenge of Guidance to Vocational Education," American Vocational Journal, February 1966.*

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